



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

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ORDINARY MEETING OF COUNCIL

Open Agenda - Māori Wards Hearing

Meeting Date: Monday 18 October 2021

Time: 3.00pm

Venue: Ballroom
Napier War Memorial Centre
48 Marine Parade
Napier

Livestreamed via Council's Facebook page

Council Members Mayor Wise (in the Chair), Deputy Mayor Brosnan, Councillors Boag, Browne, Chrystal, Crown, Mawson, McGrath, Price, Simpson, Tapine, Taylor and Wright

Officer Responsible Chief Executive

Administrator Governance Team

**Next Council Meeting
Monday 18 October 2021**

ORDER OF BUSINESS

Karakia

Apologies

Conflicts of interest

Announcements by the Mayor including notification of minor matters not on the agenda

Note: re minor matters only - refer LGOIMA s46A(7A) and Standing Orders s9.13

A meeting may discuss an item that is not on the agenda only if it is a minor matter relating to the general business of the meeting and the Chairperson explains at the beginning of the public part of the meeting that the item will be discussed. However, the meeting may not make a resolution, decision or recommendation about the item, except to refer it to a subsequent meeting for further discussion.

Announcements by the management

Agenda items

- 1 Consideration of the establishment of Māori wards for the 2025 local authority election in Napier3

Minor matters not on the agenda – discussion (if any)

AGENDA ITEMS

1. CONSIDERATION OF THE ESTABLISHMENT OF MĀORI WARDS FOR THE 2025 LOCAL AUTHORITY ELECTION IN NAPIER

<i>Type of Report:</i>	Legal and Operational
<i>Legal Reference:</i>	Local Government Act 2002 and Local Electoral Act 2001
<i>Document ID:</i>	1387230
<i>Reporting Officer/s & Unit:</i>	Mōrehu Te Tomo, Pou Whakarae Adele Henderson, Director Corporate Services

1.1. Purpose of Report

This report:

- provides an overview of the Māori wards mechanism as provided by the Local Electoral Act 2001,
- gives a high-level background to the kōrero around Māori ward(s) for Napier City Council, and
- summarises the consultation activities in August and September 2021 and views expressed by the community about the establishment of Māori ward(s).

Officer's Recommendation

That Council:

- Note central government's changes to the Local Electoral (Māori Wards and Māori Constituencies) Amendment Act 2021 to facilitate Māori participation in Council decision making.
- Note the public feedback collected through Napier City Council's Māori ward(s) consultation process which took place between April and September 2021.
- Note the feedback on Māori ward(s) does not constitute a binding poll as per Local Electoral (Māori Wards and Māori Constituencies) Amendment Act 2021.
- Adopt one of the following options in relation to Māori ward(s) ahead of the 2025 triennial election:
 - Resolve to establish Māori ward(s) for the 2025 triennial election, noting that a representation review would then determine the total number of elected members, ward boundaries, and election structure.
 - Resolve to not establish Māori ward(s) for the 2025 triennial election, noting that such a decision could technically be consulted on again and reversed up until 23 November 2023.
 - Resolve to defer a decision on the establishment of Māori ward(s) for the 2025 election until no later than 23 November 2023, with the option to consider further engagement activity.
- Note that, irrespective of the decision about Māori ward(s), Napier City Council is legally required to conduct a representation review, and settle on a final outcome regarding representation arrangements for 2025 (e.g. number of elected members, number of wards, ward boundaries) by 20 November 2024. Recommendations about these arrangements will come back to Council.

1.2. Māori wards and the Local Electoral Act 2001/Local Government Act 2002

1.2.1. *What are Māori wards?*

Councils have a statutory responsibility under the Local Government Act 2002 (the LGA) to facilitate participation by Māori in local authority decision-making¹ and to report regularly on the steps it is taking to meet this requirement.² The Local Electoral Act 2001 is another framework that encourages Māori participation.

The Local Electoral Act 2001 (the LEA) provides that councils may decide their own representation arrangements, including whether to establish Māori and/or general wards. Wards provide for the democratic representation of communities of interest within a council area. The option to establish one or more Māori wards aims to increase Māori representation and participation in local authority decision-making.

A Māori ward is one way Council may choose to define a community of interest. Instead of grouping electors by geographic location, like other wards, all electors who are on the Māori electoral roll would be grouped into a Māori ward (or wards).

Electors on the Māori roll would vote for any candidates standing in the Māori ward(s), and the Mayor. If Napier had 'at large' seats, all electors would also vote for those candidates, regardless of which roll they were enrolled on. This is the same as for electors on the general roll in any of the other wards. The electors on the Māori roll simply vote for candidates standing in the Māori ward(s) instead of the relevant general ward. All other votes remain the same.

The number of members elected through a Māori ward(s) mechanism is set by a formula in the LEA. Should Napier establish Māori ward(s), based on current number of elected members, there would be two Māori ward members on Council. The final calculation would be conducted as part of a representation review, already scheduled to take place in 2024 irrespective of the decision about Māori ward(s). More information about the calculation, and the representation review process, is included as an appendix to this report.

To be eligible to stand for election in a Māori ward, a candidate must be:

- A New Zealand citizen (by birth or citizenship ceremony), and
- Enrolled as a Parliamentary elector, and
- Nominated by two electors whose names appear on the electoral roll within ward that a candidate is standing (in the case of Māori wards, the Māori electoral roll).

As such, a candidate does not have to be Māori to stand for election in a Māori ward.

1.2.2. *Establishment process and 2021 amendments*

The Local Electoral (Māori Wards and Māori Constituencies) Amendment Act 2021 (the Amendment Act) came into effect on 2 March 2021 and made some important changes to the way in which Māori ward(s) are established.

Particularly, the Amendment Act repealed the provisions that related to binding polls on the establishment of Māori ward(s).

¹ Local Government Act 2002, ss 4 and 81.

² Local Government Act 2002, schedule 10, cl 8 and 35.

Previously, local referendums (“polls”) could be held (or demanded by 5% of the electoral population), gauging whether a council should establish Māori ward(s). These polls were binding and regardless of the outcome, councils could not reconsider the issue of Māori representation until two triennial elections had passed. Historically, in New Zealand all polls but one have overturned councils’ attempts to create Māori ward(s), and had become an active deterrent to councils considering establishing Māori ward(s), due to the community division that was generated, and the expense that was incurred.

The Amendment Act removed these binding polls, and also established a transition period (which ended on 21 May 2021) during which any council could, regardless of any previous decisions or previous poll outcomes, reconsider whether Māori ward(s) should be established in their area in time for the 2022 local elections. By removing these polls, the Government intended to make it easier for councils to establish Māori ward(s), in order to help the Government and councils to meet their responsibilities under Te Tiriti o Waitangi, and strengthen the Māori–Crown relationship at a local level.

During the Act’s transitional period (1 March to 21 May 2021), 35 of the country’s 78 councils opted to establish Māori ward(s), including Hastings District Council and Hawke’s Bay Regional Council. Three councils already had Māori ward(s) before 2021. Ten are not eligible due to a low number of Māori voters in their area. Three councils, including Napier City Council, delayed the decision to enable public consultation on the matter. The remaining 27 councils chose not to consider the establishment of Māori wards at all.

The Amendment Act was identified as the first stage of a two-stage legislative process, with the second stage intended to improve the alignment of the Māori wards process with the general wards process. The initial amendment was primarily to allow councils to make decisions ahead of the 2022 local elections. At the time of writing, there are few details available about what the further legislative changes might entail.

1.2.3. *The new process for establishing Māori ward(s)*

The ability to establish Māori ward(s) in time for the 2022 elections has now passed. Under the amended LEA, any council may resolve to establish Māori ward(s) for the **2025** local elections at any time before 23 November 2023.

If a council **resolves** to establish Māori ward(s), this decision is final and will be factored into the next representation review, which must be finalised by 20 November 2024. The representation review process is explained in an appendix to this report. Any resolution to establish Māori ward(s) would stand for at least the next two local triennial elections (2025 and 2028), and any associated elections (by-elections, for example). After that, a council would continue to have Māori ward(s) unless the council resolved to disestablish them.

If a council chooses **not** to establish Māori ward(s) in time for a particular election, that decision can be reviewed in time for the following election, provided decisions are made, and a representation review conducted, within statutory timeframes. If Napier City Council decides **not** to establish Māori ward(s) now, technically that decision could be revisited and overridden provided a Council resolution to establish Māori ward(s) was made before 23 November 2023.

1.3. Discussion and decisions to date

Māori ward(s) have not featured in any previous Napier City Council election.

A report was taken to the then Community Service Committee on 25 October 2017 recommending that Council not establish Māori ward(s) for the 2019 and 2022 local elections. This report was prepared after public engagement on the question “*should Napier City Council establish Māori wards?*”, with a survey conducted via Survey Monkey following two adverts in the Napier Mail, two weeks of Facebook campaigns, and posters and information provided at libraries and Council’s Customer Service Centre. 78% of public feedback was against the establishment of Māori ward(s) at that time.

In addition to the online engagement, Council also approached leaders of mana whenua entities, who shared mixed views on the prospect of Māori ward(s) at the time. Some groups saw Māori ward(s) as a way of achieving greater Māori representation, while others didn’t think they were necessary as there were talented and capable Māori that could stand as general candidates.

On 8 November 2017, Napier City Council resolved not to establish Māori ward(s) for the 2019 and 2022 local elections.

As outlined above, the 2021 Amendment Act included a transitional period, whereby any council, regardless of any previous decisions or poll outcomes, could resolve to establish Māori ward(s) for the 2022 local elections, provided that resolution took place on or before 21 May 2021. This transitional arrangement brought the potential for Māori ward(s) into sharp focus, as other councils in Hawke’s Bay, including Hastings District and Hawke’s Bay Regional Councils, decided in favour of establishment.

An informal meeting was held between members of Council’s Māori Committee and elected members on 20 April 2021. At that meeting, Council’s Māori Committee noted they were fully supportive of Māori ward(s) being implemented with urgency, but stressed the importance of a fair and due process being completed. If a fair and due process was unable to be achieved, the Committee recommended Council make some firm commitment to ensure significant progress was made.

At the Council meeting on 22 April 2021, Napier City Council resolved not to proceed with urgent consultation in order to make a decision by the 21 May 2021 deadline. Instead, Council undertook to conduct thorough and standalone consultation about the prospect of establishing Māori ward(s) and committed to making a decision by November 2021. During that meeting, Council acknowledged the pain and frustration for mana whenua and tangata whenua caused by the deferral of this decision, but committed to working with all of the community in a collaborative and considered way.

1.4. Consultation process

Following the decision on 22 April 2021, Council immediately began engagement activities around the opportunity to establish Māori ward(s) for the 2025 triennial elections. Consultation was required based on assessment of the decision against Council’s Significance and Engagement Policy. The number of people affected, the community interest, and the relative irreversibility of the decision all led to a conclusion that this is a significant decision for Council.

Detail about the consultation approach can be found in a separate document appended to this report. As a summary, consultation included:

- Elected Members and Council officers available to attend hui held by organisations and community groups to discuss the prospect of Māori wards,
- A hui hosted by Council's Kaumatua, Piri Prentice, held at Pukemokimoki Marae on July 26,
- A hui with Mayor Kirsten Wise and Council officers, broadcast live on Facebook due to COVID-19 restrictions,
- Kapu Tī drop-in sessions for the community held across the city, giving members of the public an opportunity to discuss Māori wards and ask questions,
- Social media, newspaper, radio and billboard advertising,
- A comprehensive suite of information about Māori wards and potential implications for Napier available online at www.sayitnapier.co.nz, and
- A public consultation open to all members of the public, where people could have their say online or via a postal submission, in both English and Te Reo Māori. Originally open for four weeks, the survey period was extended by an extra week, closing on Friday 17 September 2021. This was considered prudent as Hawke's Bay was facing COVID-19 Level 4 and Level 3 restrictions at the time of consultation.

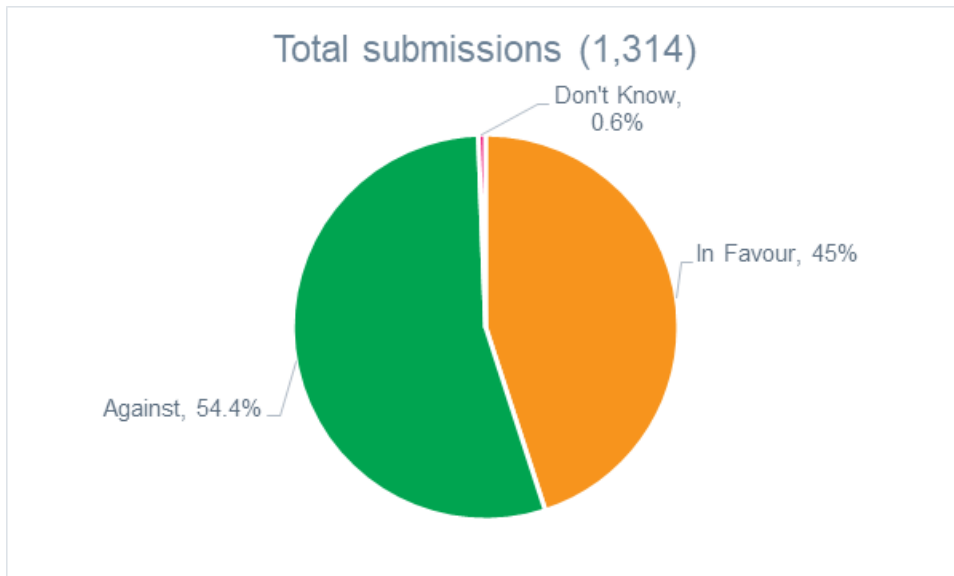
Only two options were proposed within the survey (which is **not** a binding poll); submitters were asked if they supported the establishment of Māori wards for the 2025 election. Submitters could choose "Yes" or "No" (or "Aē"/"Kāo"). Submitters were *not* asked specifics about ward boundaries or councillor distribution. Instead those matters will be consulted on as part of a representation review. Recommendations arising out of that review will come back to Council for consideration in 2024.

1.5. Consultation results

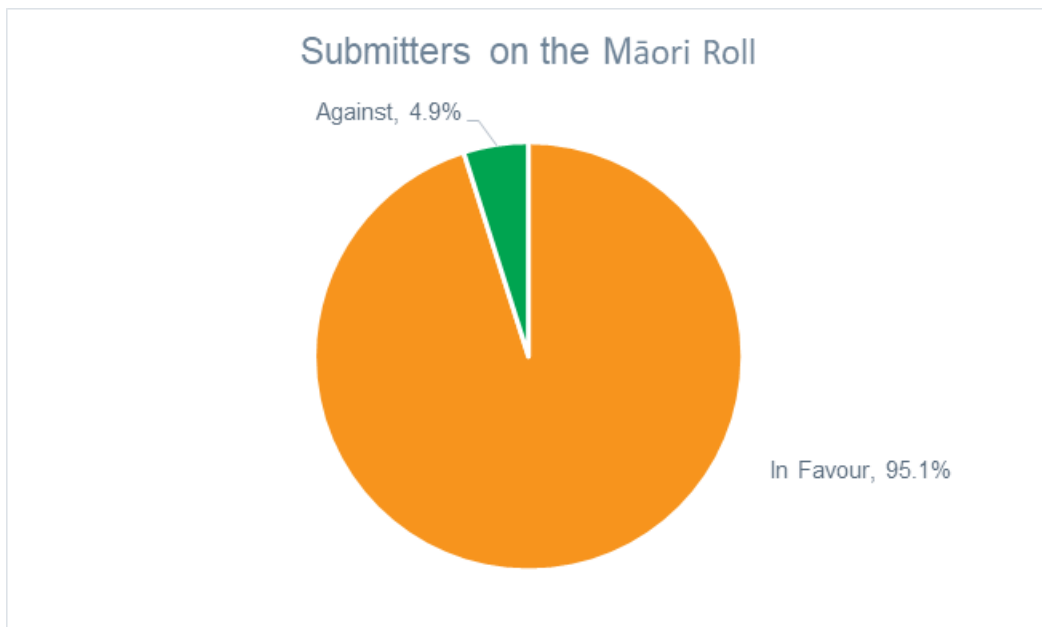
Council received a total of 1,314 submissions. Of those, 263 submitters (20%) identified as being enrolled on the Māori electoral roll, and 1,015 (77%) identified as being enrolled on the general electoral roll. 3% are not currently enrolled or did not share their enrolment status.

A vast majority of submissions were received online through sayitnapier.com, but 86 submissions (6.5%) were made in hard copy/through the mail.

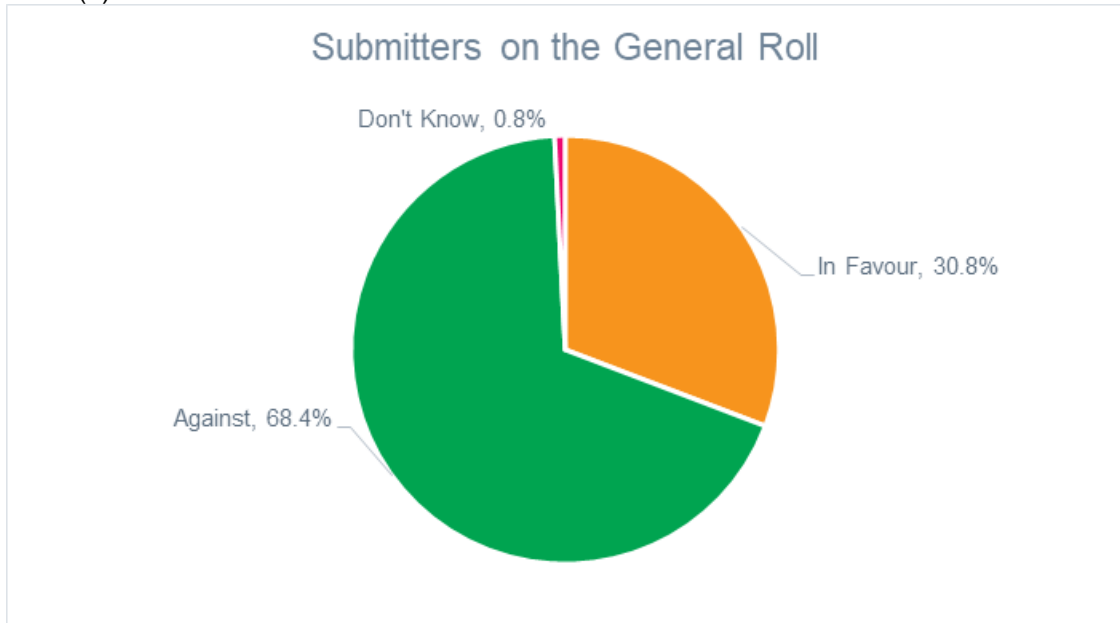
Of the 1,314 total submissions, 45% (591) were **in favour** of establishment of Māori wards, with 54.4% (715) **against**. 0.6% (8) submitters answered “Don’t Know”. In the context of consultation, this is considered a relatively even split.



Of those 263 submitters who identified that they were on the *Māori electoral roll*, 95.1% (250) were **in favour** of establishment of Māori wards, with 4.9% (13) **against**. The views of Māori are considered significant in making a decision about Māori ward(s), with the vast majority of submissions from those most directly affected by the proposal in favour of establishment.



Of those 1,015 submitters who identified that they were on the *general electoral roll*, 30.8% (313) were **in favour** of establishment of Māori wards, with 68.4% (694) **against**. 0.8% (8) answered “Don’t Know”.



The distribution of responses aggregated by ward is as follows:

Ward	Proportion of overall responses	Responses in favour of Māori wards	Responses opposing Māori wards	Don't know responses
Ahuriri	18.4%	47.3%	52.3%	0.4%
Nelson Park	19.7%	67.2%	32.8%	-
Onekawa-Tamatea	10.6%	43.2%	56.8%	-
Taradale	33.0%	35.0%	63.8%	1.2%
Outside of Napier	17.2%	38.1%	61.1%	0.8%
Other	1.1%	33.3%	66.7%	-

Overall, there were 1,073 submissions from Napier residents specifically (based on contact details provided). Compared to population estimates, Ahuriri ward was slightly **over-represented** through submissions, whereas Nelson Park and Onekawa-Tamatea wards were slightly **under-represented**. These differences were still within 5% of population estimates.

Based on electoral roll enrolment population estimates, Napier residents on the general roll were slightly **under-represented**, whereas residents on the Māori roll were **over-represented**. 9% of Napier’s population is enrolled on the Māori roll as of 2021, whereas 20% of submitters identified themselves as being enrolled on the Māori roll. This over-representation of voters on the Māori roll is expected, given the high interest in this issue from mana whenua and tangata whenua.

More information about the submissions analysis, conducted by external company SIL Research, can be found in an appendix to this report.

36 submissions were given on behalf of an organisation. Those organisations are listed as follows:

- Aww Yum Podcast
- Clean Earth Ltd
- David Turner Engineering
- Errol Lilley Electronics
- Heritage Services Hawke's Bay
- JLCTrust
- Mana Ahuriri Trust
- Maungaharuru-Tangitū Trust
- Mauvan Scott Architects Ltd
- McIntyre Plumbing and Drainlaying Ltd
- Napier Pilot City Trust
- Napier Youth Council
- National Council of Women Hawkes Bay Branch
- Ngā Mānukanuka o Te Iwi
- Ngāti Pāhauwera Development Trust
- Ngāti Pārau Hapū Trust
- Oenology Services Ltd.
- O'Reilly Ltd
- P & C Lampp Properties Ltd
- P&T Global Education
- Probert Signs
- Pukemokimoki Marae
- RBH Ltd
- SAECOWilson
- Tangoio Marae
- Taradale High School
- Te Ao Marama Te Kohanga
- Te Aratika Drilling Ltd
- Te Kohanga Reo o Waiohiki
- Te Kupenga Hauora
- Te Taiwhenua o Te Whanganui a Orotu
- Te Wai Mauri
- Te whānau o te whare o Maraenui
- Tū Tangata Maraenui
- Waiohiki Marae
- Waipareira Trust

66 submitters expressed interest in speaking in person at the Council meeting to support their written feedback.

Submitters were invited to enter a comment along with their answer to the consultation question. 64% of submitters chose to include a comment. Those comments have been analysed by themes, which are summarised below. All submissions are included in full in an appendix to this report.

Consultation on Māori wards does not constitute a binding poll, and therefore the result is not determined by the numbers for or against. What is of importance is the content and themes, with Council having the responsibility to maintain an open mind on the issues raised in the submissions.

1.5.1. Key themes in favour of establishing Māori wards

Key themes expressed in the 296 comments given **in support** of establishing Māori wards included:

<i>Theme</i>	<i>Subtheme</i>
Increased representation	<ul style="list-style-type: none"> • We need to better guarantee representation for Māori/provide more fairness/more voice • More partnership required/greater unity • Need to better recognise Māori culture/Te Ao Māori generally, and in Council business • Needed to address inequity/disadvantage. Meet minority needs • Existing voting power limited by minority population
General support	<ul style="list-style-type: none"> • Is the right thing to do/right direction • More diversity is better for the whole community • There should be increased Māori involvement in local issues/local decision making, noting Council's statutory obligations
Obligations under Te Tiriti o Waitangi	<ul style="list-style-type: none"> • Time to properly recognise Tiriti obligations (eg the obligation to facilitation Māori participation per Section 4 of the Local Government Act 2002)
Decision making process	<ul style="list-style-type: none"> • Decision should have been made in time for 2022 • Concerns about consultation process • Māori wards should already be in place/overdue

1.5.2. Key themes opposing establishment of Māori wards

Key themes expressed in the 528 comments given **in opposition** of establishing Māori wards included:

<i>Theme</i>	<i>Subtheme</i>
Undemocratic	<ul style="list-style-type: none"> • Māori can already stand for election in general wards • Election should be on merit, not ethnicity • Decision should be made after referendum • Forcing an agenda from central government
Unequal	<ul style="list-style-type: none"> • Māori wards may create unnecessary division • We are/should be 'one people'. Te Tiriti being interpreted wrongly. • Special treatment/giving disproportionate voice to minority • No discussion over wards for other ethnicities/communities of interest (Pasifika, Asian, European). • Multicultural, not bicultural society

Unnecessary	<ul style="list-style-type: none"> • Māori are already consulted/have influence • Unnecessary/significant change to voting arrangements • Elected members should just represent everyone
Decision making process	<ul style="list-style-type: none"> • Concerns about consultation process
Other	<ul style="list-style-type: none"> • Concerns about cost/bureaucracy • Demeaning/patronising to Māori • Oppose unelected Māori councilors • Oppose giving Māori more than one vote/chance of election

Some of the concerns expressed in opposition are framed in a way that may have understated or disregarded Council’s statutory obligations to facilitate Māori participation and respect the constitutional status of tangata whenua. It is also important to note that the establishment of Māori ward(s) does not provide for ‘unelected Māori councillors’, or give those on the Māori roll more votes or more chance for election than any voter or candidate on the general roll. Ideas around election on ‘merit’ and not ‘ethnicity’ are perhaps an oversimplification of the Māori wards mechanism, given a candidate does not have to be Māori to stand for election in a Māori ward.³

1.6. Options Analysis

The following sections provide a summary of potential implications for each of the options.

1.6.1. *Option One: establish Māori ward(s) for the 2025 triennial election*

Potential implications of establishing Māori wards include:

- **Increased representation:** Having a representative (or representatives) elected directly to Council by those on the Māori electoral roll ensures that a specifically Māori perspective is brought to the Council chamber. Those representatives can directly influence and vote on all Council decisions.
- **Consistent with Councils obligations under the LGA to enable pathways for Māori contribution to decision making:** another avenue (alongside Ngā Mānukanuka o Te Iwi/Māori Committee and other mechanisms for Māori engagement and consultation) for a Te Ao Māori/mātauranga Māori lens to be applied across Council decisions. More ‘tools in the toolbox’.
- **Leadership and partnership:** this represents an opportunity for Napier City Council to be a leader in this area and move to realise mana whenua aspirations.
- **Binding for two triennial elections:** a decision to establish Māori ward(s) now will be binding for two election cycles, 2025 and 2028. That timeframe could be viewed positively or negatively, depending on support for Māori wards generally.
- **May have a cooling effect on Māori standing in General wards:** could create a perception that there is only space for a certain number of Māori on Council, or send the message that Māori shouldn’t stand for election in General wards as there is a specific mechanism to enable Māori representation.

³ A candidate does need to be a New Zealand citizen, and enrolled elector, and nominated by two people enrolled on the Māori Electoral Roll.

1.6.2. **Option Two: choose not to establish Māori ward(s) for the 2025 triennial election**

Potential implications of deciding not to establish Māori wards:

- **Can be revisited before 23 November 2023:** a “no” decision now can be reviewed by Council up until November 2023, giving more time for consideration, and for wider conversations around Three Waters and the future of local government to progress. In contrast, a “yes” decision is immediately binding and takes effect until at least 2028.
- **Allows time for the intent and impact of second tranche of legislative amendment to become clear:** the Government has indicated that legislative reform to the process for establishing Māori wards would progress in two stages over the next three years (2021-2024).
- **May miss the opportunity to add another avenue for Māori participation in decision making:** may be viewed in future as ‘a lost opportunity’.
- **May avoid creating a potential deterrent for Māori standing for election in General wards.**

Note that, if the “no” decision is overridden before November 2023, the implications listed in Option One (above) would apply.

1.6.3. **Option Three: defer a decision until no later than 23 November 2023, with the option for more public engagement**

Potential implications of deferring a decision:

- **Allows more time for Council to understand public opinion:** the legislative framework does not require a decision on this issue until 23 November 2023. Deferral could allow for further engagement on this issue.
- **Potential additional cost to the ratepayer:** Council has already conducted quite an extensive consultation. Further engagement activity will cost the ratepayer, and might not result in any substantial difference in the split of opinion (i.e. additional cost to get the same consultation results).

1.7. Significance and Engagement

Establishment of Māori ward(s) for the 2025 Napier City Council triennial election is a significant decision for Council, as guided by its Significance and Engagement Policy. As outlined in this report, extensive public consultation has taken place on the matter in order to understand public opinion. This has included a five week survey period, during which any interested person or organisation could make an online or hard copy submission.

1.8. Implications

Financial

There are no significant financial implications for Napier City Council arising from this decision. Budget has already been set aside for a representation review to take place in 2024.

Social & Policy

As discussed, the mechanism for establishing Māori ward(s) is provided for in the LEA. Council's consultation approach has been developed according to its Significance and Engagement policy, and to meet the requirements of the Local Government Act 2002.

The Local Government Act 2002 contains a number of provisions that relate to Māori and Te Tiriti o Waitangi. In summary, Council needs to provide Māori with opportunities to contribute to decision making processes, needs to develop and maintain avenues for those contributions, and needs to consider ways in which Council can help build Māori capacity to contribute to decision making. The Local Government Act 2002 also explicitly recognises "the Crown's responsibility to take appropriate account of the principles of the Treaty of Waitangi" through section 4.

Council's decision on this issue should be grounded in both a local and national context, key aspects of which are summarised as follows:

Ngā Mānukanuka o Te Iwi

Napier City Council has a formal relationship with Māori through Ngā Mānukanuka o Te Iwi (formerly known as the Māori Committee). Ngā Mānukanuka o Te Iwi provides a critical role in Council's decision-making process; advocating on behalf of Ahuriri Māori, providing cultural leadership, facilitating wānanga with Council, and enabling wider relationships with Māori authorities. Ngā Mānukanuka o Te Iwi is one way Napier City Council fulfils its obligation to facilitate Māori participation in decision making.

It should be noted that in April, the Māori Committee advised it was fully supportive of Māori ward(s) being implemented with urgency, but stressed the importance of a fair and due process being completed. If a fair and due process was unable to be achieved, the Committee recommended Council make some firm commitment to ensure significant progress was made.

Discussions are currently underway to find opportunities to strengthen the Committee's role and integrate Ngā Mānukanuka o Te Iwi further into Council's governance structure and meeting cycle.

Public opinion

This is a matter of relatively high public interest which can expose polarised opinions, as demonstrated through the split of sentiment in submissions.

In 2021, local iwi entities have generally expressed strong support for the establishment of Māori ward(s), advocated for a decision before 21 May 2021, and were disappointed with the April 2021 decision to forgo urgent consultation in favour of a more collaborative approach.

Conversely, advocacy groups such as Hobson's Pledge oppose the grouping of voters according to electoral roll.

Wider legislative reform

The decision comes at a time when central government is working towards a second tranche of legislative amendments, the details of which are not yet clear. The second stage of reform had been described as developing a 'permanent mechanism' for local authorities to establish Māori wards and constituencies.

Risk

The key risk regarding this decision centres on Council's reputation and ongoing relationship building. As with a number of consultations, public opinion is divided and there will inevitably be people unhappy with whichever option is chosen. The potential risks of each option are outlined below. It should be noted that any of the three options is a legally valid option under the LEA; Council is statutorily entitled to make the decision (be it to establish or not, or to defer), and there is no obligation under that Act to come to any particular decision.

Option One: establish Māori ward(s) for the 2025 triennial election

Selecting an option that was not favoured by a majority of submitters could result in division in the community, or have consultation perceived as a 'box ticking' exercise. However, consultation is intended to inform the Council about the issues raised by the proposal and the community's views and preferences about those. Consultation is not a poll, and there is clear judicial authority that it is principally the content of submissions which should inform the decision-makers, not the number of submissions for and against. Council has statutory obligations relevant to this decision, and so long as it considers the relevant matters and has an open mind to the issues raised by submitters, the legal risk associated with a "Yes" decision is negligible. Our legal counsel advise that there is very little prospect of judicial review successfully challenging such a decision.

Option Two: choose not to establish Māori ward(s) for the 2025 triennial election

Generally, mana whenua and Ahuriri iwi entities have voiced their support for the establishment of Māori ward(s) for 2025. Ongoing constructive relationships with mana whenua and iwi entities is vitally important to ensuring Council decisions are balanced, informed by a Māori voice, and contribute to the wellbeing of whenua and whānau. A decision not to establish Māori ward(s) could have a cooling effect on these relationships going forward, particularly when Hastings District Council and Hawke's Bay Regional Council have both resolved to establish Māori wards for the 2022 election. A vote of "No" by our Council would impact on our relationships with Māori/iwi and see us as an outlier in the region

Council officers are currently exploring, alongside Ngā Mānukanuka o Te Iwi, ways to better integrate the committee into Council's governance structure. A vote of "no" may inhibit us progressing with this work, and negatively affect participation in the committee.

Parties concerned about a decision not to establish Māori wards may take formal action against Council, perhaps by way of judicial review. Our legal advisers assess the risk of a successful judicial review of a "No" vote as materially higher than for a "Yes" vote. This could be particularly affected by the matters identified by councillors as reasons for their position on the issue.

A "No" vote would potentially damage relationships between Council and mana whenua/tangata whenua. It may have a powerful deterrent on Māori participation in all aspects of Council business going forward, which would result in less balanced and less robust decision making. It should be noted that a claim has been raised with the Waitangi Tribunal against the Crown, covering (among other things) Council's decision to postpone considering Māori wards until later this year. A determination around an urgent hearing is still pending.

Option Three: defer a decision until no later than 23 November 2023, with the option for more public engagement

Council has publically committed to making a decision around the establishment of Māori ward(s) by November 2021. Deferral could result in loss of confidence by the community and specific stakeholder groups.

1.9. Options

The options available to Council are as follows:

- a. Resolve to establish Māori ward(s) for the 2025 triennial election, noting that a representation review will need to be conducted by 2024, with recommendations coming back to Council around more detailed representation arrangements and election structure.
- b. Resolve not to establish Māori ward(s) for the 2025 triennial election, noting that such a decision could technically be consulted on again and reversed up until 23 November 2023.
- c. Defer a decision on the establishment of Māori ward(s) for the 2025 election until no later than 23 November 2023, with the option to consider further engagement activity.

1.10. Development of Preferred Option

There is no preferred option for this report. The decision whether or not to establish Māori ward(s) for the 2025 triennial election, or to defer the decision, is one appropriately made by elected members.

1.1 Attachments

- A Calculation of number of Māori wards, and summary of representation review [↓](#)
- B Māori Wards Consultation Report (SIL Research) [↓](#)
- C Consultation Summary - Māori Wards Engagement [↓](#)

MĀORI WARDS CALCULATION AND SUMMARY OF REPRESENTATION REVIEWS

How is the number of members to be elected from Māori wards and constituencies calculated?

The number of members to be elected from Māori wards and constituencies is calculated through the following formula set out in clause 2(1), schedule 1A of the Local Electoral Act 2002:

The number of members to be elected by the electors of 1 or more Māori wards of the district of a territorial authority (**Māori ward members**) is to be determined in accordance with the following formula:

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

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).

The formula and depends on:

- The total number of elected members that are to be elected through wards (NMM); and
- The Māori Electoral Population (MEP) and General Electoral Population (GEP) of the district.

The population statistics to be used are the Māori electoral population (MEP) and the General electoral population (GEP). These populations are calculated by Statistics New Zealand after each Census and the subsequent Māori electoral option.

The legislative definitions of these populations are as follows:

- MEP: the total number of people registered as voters in Māori parliamentary electorates, plus a proportion of people of New Zealand Māori descent who are not registered as electors of any electorates, plus a proportion of the people of New Zealand Māori descent under the age of 18 years.
- GEP: the total ordinarily resident population as shown in the last Census of Population and Dwellings, with the exception of the Māori electoral population.

Should Napier establish Māori ward(s), based on current estimates and using the formula set out above, there would likely be two Māori ward members on Council.

As evident from the formula, the actual number of elected members to be elected through Māori wards cannot be confirmed until a decision has been made about the number of elected members (and whether they are to be elected through wards/'at large') has been determined through a representation review.

What is a representation review?

Section 19H(2)(b) of the Local Electoral Act 2001 (the LEA) requires councils to review our representation arrangements at least every six years. The aim of the review is to investigate whether the current arrangements are still providing fair and effective representation for individuals and the community as a whole.

The review takes into account the definition of communities of interest, and how best to represent them. There is a 'fair representation requirement', to ensure approximate equality in representation, so that that all votes carry more or less equal weight.

What does a review consider?

A review considers:

- the number of members to be elected (the legal requirement is no less than six and no more than 30 members, including the mayor),
- how those members are elected (at large, by wards or a combination of both),
- the boundaries and names of the wards, if there are any,
- whether community boards are required and, if so, how we might choose members for them.

The review can also consider the electoral system to be used (first past the post or single transferable vote) and the establishment of Māori wards, if a decision has been made previously to create them.

How is a review conducted?

The LEA does not stipulate a how decision making needs to take place, leaving it to local authorities to define our own processes.

Napier City Council's most recent review commenced in 2017, was completed in 2018, and involved significant levels of engagement with the community.

As part of the process, Council commissioned a desktop review of key documents. This was the most in-depth analysis of current and historic data it had ever carried out. The review looked at Council reports, Local Government Commission determinations, archived election records and population data from Statistics New Zealand.

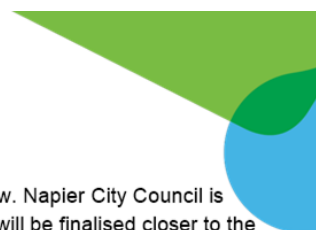
During the pre-consultation process, Council carried out two public surveys relating to:

- representation arrangements and communities of interest; and
- whether there was a need to establish community board/s

The survey gathered 612 responses.

During consultation, 37 written submissions were received and seven submitters presented their views at the hearings.

The final outcome of the review process was that Council resolved to move to a ward-only structure, not to adopt community boards, not to establish Māori wards, and to retain 'first past the post' as the electoral system for the 2019 and 2022 elections.



Timeframes

There are a series of legislative steps involved in conducting a representation review. Napier City Council is proposing to complete each step according to the following indicative dates, which will be finalised closer to the time:

2023	
April	Workshop/s with Council on Māori wards and voting systems Draft the proposal and consultation document
May-June	Consult on Māori wards and voting systems
July-November	Pre-engagement on the representation review
December	Representation review analysis based on pre-engagement
2024	
January	Representation review analysis based on pre-engagement
April	Initial representation review proposal adopted Public notice of the initial proposal Submissions on the representation review (initial proposal) open
May	Submissions on representation review (initial proposal) close Report to Council
June	Hearings/deliberations on the representation review Public notice on the final proposal, inviting appeals/objections Appeals/objections submission period opens
July	Appeals/objections submission period closes
August	Representation review appeals/objections report to Council
October	Representation review documentation including any appeals/objections sent to the Local Government Commission for determination
2025	
January-February	Determination of representation review from Local Government Commission due for 2025 election

The final outcome of the local authority’s representation review must be publicly notified no later than 20 November in the year before the local elections, in accordance with section 19N of the LEA.



Napier City Council

SIL Research

| Māori ward(s)

Community consultation

September 2021



Contact: Dr Virgil Troy 06 834 1996 or virgiltroy@silresearch.co.nz

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EXECUTIVE SUMMARY

Between 16 August and 17 September 2021, the Napier community was consulted regarding the establishment of Māori wards in Napier from the 2025 local body elections.

Recent changes to government legislation allowed councils in New Zealand to make a decision on whether or not to include Māori wards in their representation arrangements - to ensure Māori are represented in local government decision making.

1 The aim of this consultation was to give the community an opportunity to provide feedback to Councillors to help inform their decision making on whether or not to establish Māori wards for Napier. The community consultation was conducted via print media, various social media channels, and community hui.

2 In total, 1,314 unique responses were received; 82% of respondents indicated residing in Napier. 77% of all respondents were enrolled on the General roll, and 20% on the Māori roll. 3% were not currently enrolled (or did not provide this information).

41 (3.1%) submissions were made on behalf of various organisations, including community groups / organisations, Māori / Iwi organisations, and private businesses.

66 (5.0%) respondents expressed their willingness to speak in person to support their feedback.

3 Overall, 45.0% of submitted responses supported the establishment of Māori wards in Napier, and 54.4% were opposed. 0.6% of respondents remained unsure.

Key themes among those supporting Māori wards included that it was the right thing to do – for fair Māori representation, honouring Te Tiriti o Waitangi, greater partnership and collaboration.

Key themes expressed by those opposing Māori wards were that Māori wards are unnecessary, Māori can already be democratically elected in General wards, and Māori wards could create further segregation in the community.



METHODOLOGY

BACKGROUND AND OBJECTIVES

In February 2021, government legislation was passed to repeal the binding poll provisions that prevented most New Zealand councils from being able to establish Māori wards. Māori wards sit alongside general wards in a city or a district. They allow voters on the Māori roll to elect a representative to their local council. Māori wards work in a similar way to Māori seats in Parliament. The aim of Māori wards is to ensure Māori are represented in local government decision making.



Napier City Council (NCC) has been considering whether or not they should establish Māori wards in Napier from the 2025 local body elections. Before making a decision, the Council decided to consult with the Napier community.

Prior to official consultation, NCC had been engaging with the Napier community to build knowledge of what Māori wards would mean for Napier, so people were in a better position to give their feedback before a decision is made.

SIL Research, as an independent Market Research company and a member of the Research Association of New Zealand, analysed the consultation data on behalf of the Napier City Council.

QUESTIONNAIRE AND PROJECT SPECIFICS

NCC developed a questionnaire for the community to provide feedback on the option of establishing Māori wards.

All relevant information (e.g. consultation forms, fact sheet, etc.) was available online at the Council's websites (<https://www.sayitnapier.nz/ncc/maori-wards>).

DATA COLLECTION

The consultation was open between 16 August and 17 September 2021.

Multiple data collection methods were utilised to ensure Napier residents had a chance to have their say. A mixed-methods approach included: (1) online survey (available via Council's website and social media platforms); (2) paper-based forms available from the Council service centre or public libraries.

An active media and social media campaign was promoted by the Council to increase awareness about this consultation.

An online community hui to kōrero about Māori wards was organised by the Council on 25 August. In addition, interested organisations and community groups were able to book their hui with the Council.

The consultation forms were available in Te Reo Māori and English.

DATA ANALYSIS

A total of n=1,314 unique responses were collected. Overall, n=41 responses were submitted on behalf of a group/organisation (3.1%); 36 of these submissions were unique organisations. 66 respondents expressed their willingness to speak in person in support of their feedback (5.0%). 23 forms were submitted using Te Reo Māori language (1.8%).

Duplicate personal submissions (e.g. same person/contact details) were also received (n=29); these responses (in consultation with the NCC) were aggregated into a single submission per person.

In addition to quantitative (single response tick-box) measures allowing respondents to select their preferred response, many submissions also contained qualitative free-text responses providing additional comments related to Māori wards. SIL Research used a content analysis approach to determine certain themes, concepts or issues within submitted feedback. This represents a *'bottom up'* data driven approach where identified themes are derived purely from the collective respondent feedback, rather than fitting responses into pre-determined categories. Where very specific comments could not be incorporated into larger themes, these were coded as *'Other'* issues. The majority of respondents providing free-text responses had their comments coded into at least one of the identified themes (many with multiple themes identified as relevant).

NOTES ON REPORTING

Due to rounding, figures with percentages may not add to 100%. Reported percentages were calculated on actual results not rounded values.

On 17 August 2021, the Alert Level 4 (and national lockdown) was announced as a response to new community cases of the COVID-19 Delta variant. As a result, the consultation period was extended by the Council, and relevant community meetings were held online.

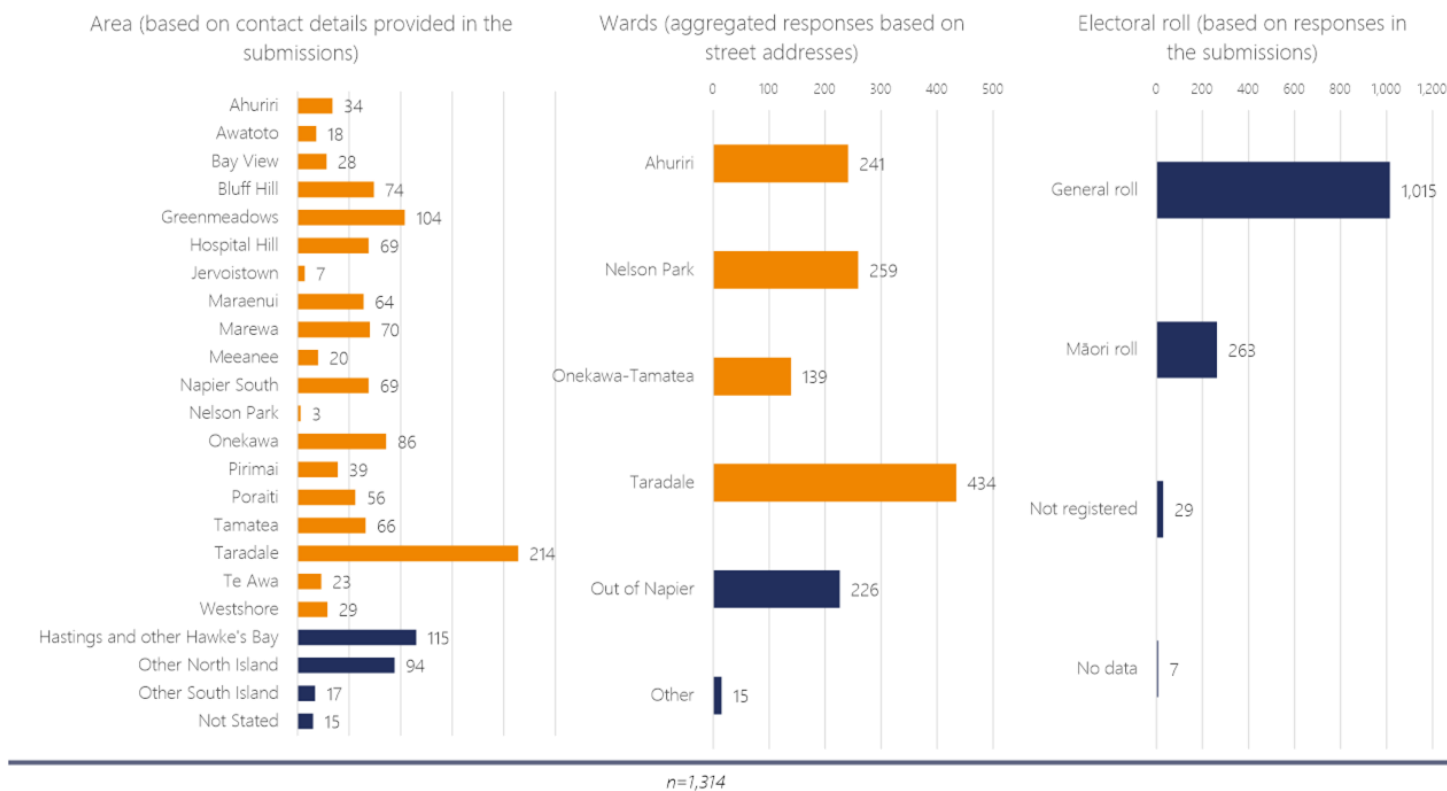
Where applicable, responses were aggregated by residential area (i.e. Napier suburbs) as self-identified by residents, with further combination into wards.

Responses outside of Napier were re-coded as *'Out of Napier'* (based on addresses provided in the submissions).

Where no valid addresses were provided, these responses were re-coded as *'Other'*.

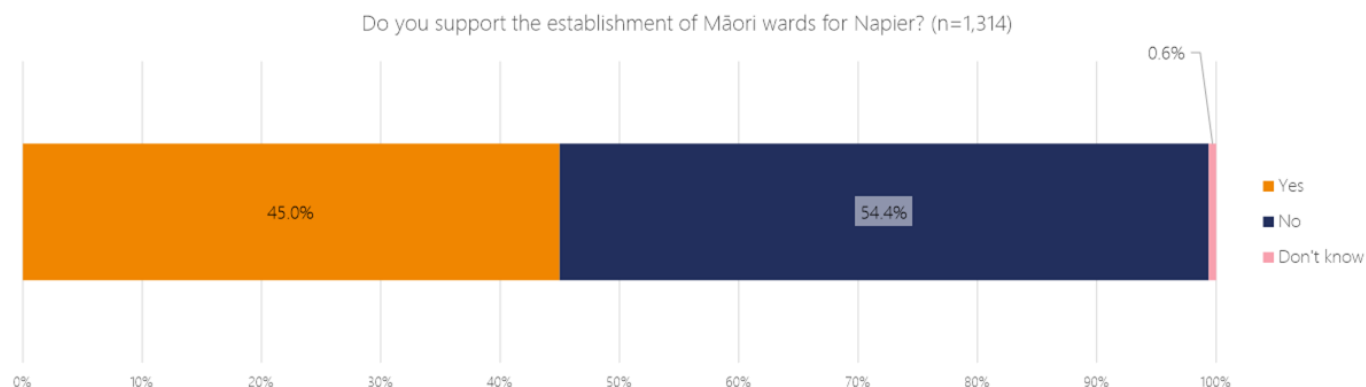
RESPONDENTS WHO TOOK PART IN THE CONSULTATION

All respondents were asked: "Which electoral roll are you on?". Contact details (e.g. street address, city, suburb) were also collected.



MĀORI WARD(S)

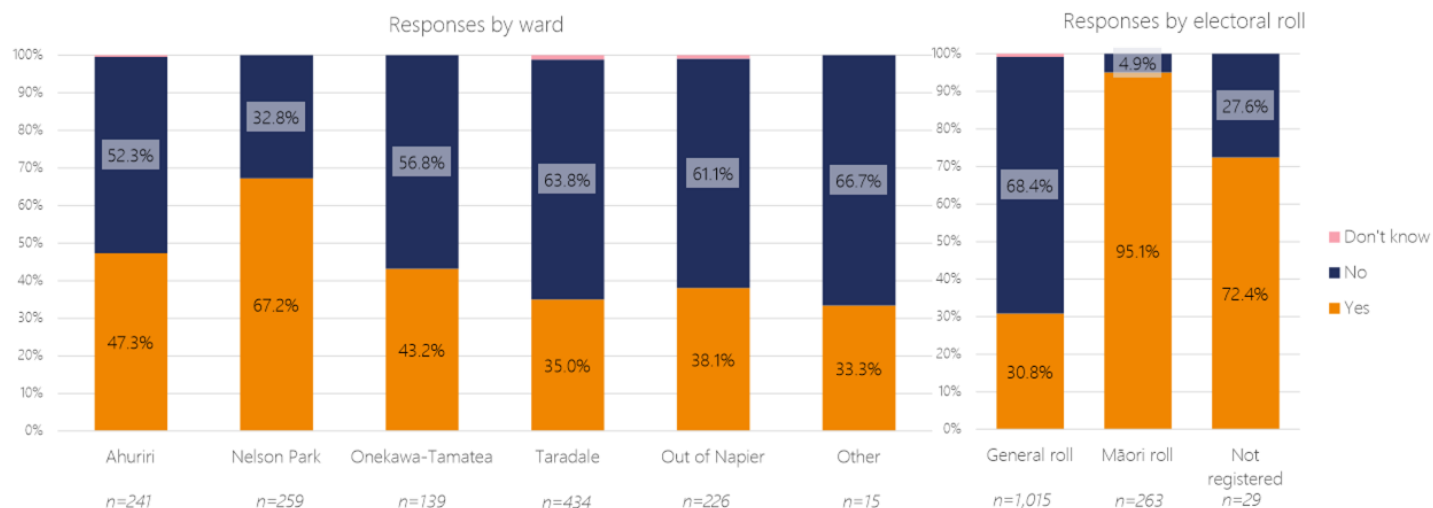
All respondents were asked: "Do you support the establishment of Māori wards for Napier?". Three answer options were provided ('Yes', 'No' and 'Don't know').



- Overall, **45.0%** (n=591) of submitted responses supported the establishment of Māori wards in Napier ('Yes' responses).
- 54.4%** (n=715) of submitted responses did not support the establishment of Māori wards ('No' responses).
- 0.6%** (n=8) of respondents remained unsure ('Don't know' responses).

MĀORI WARD(S)

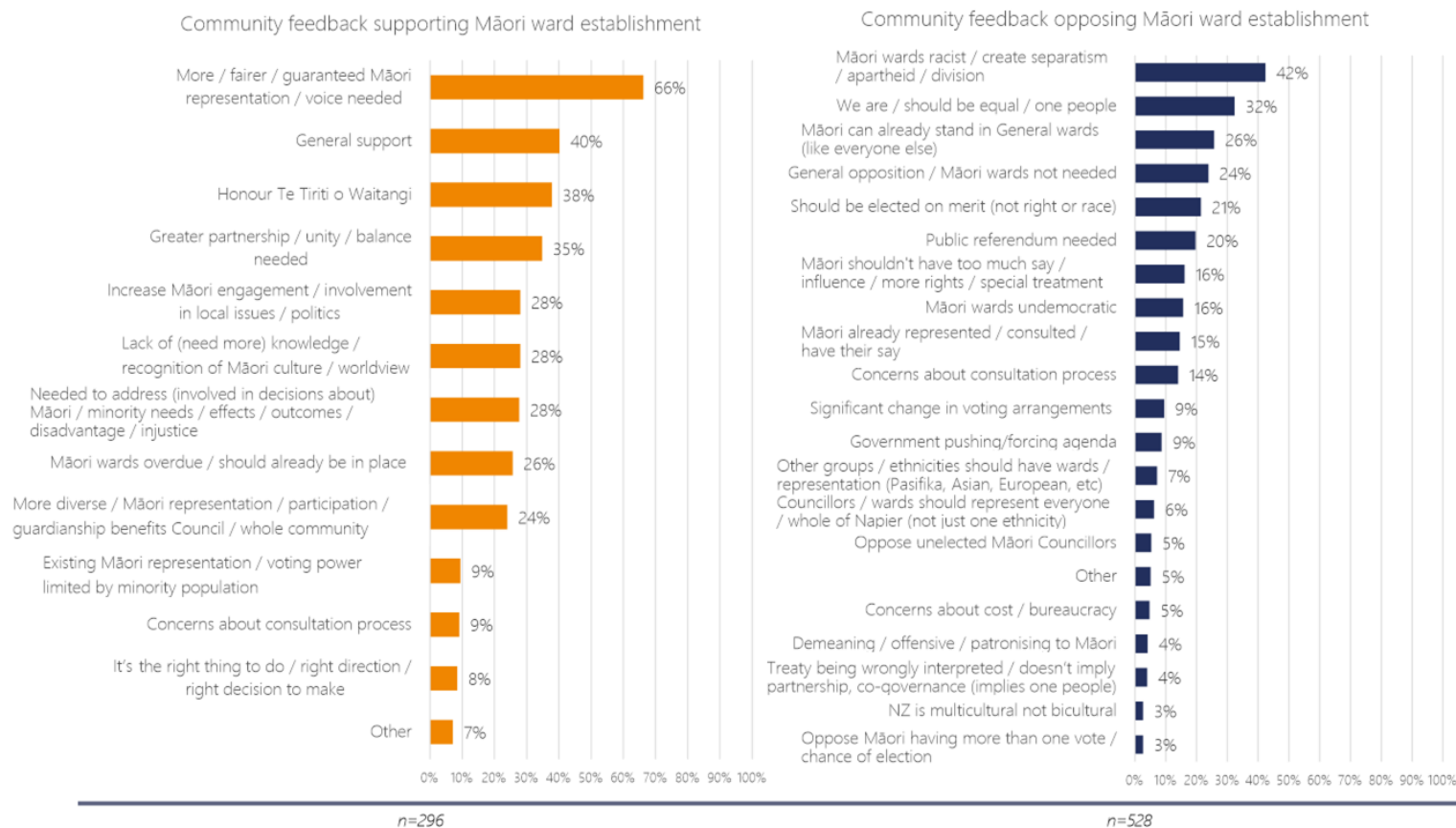
All responses by ward and electoral roll.



- With statistical significance, the number of 'Yes'/'No' responses varied by ward and electoral roll.
- Submissions associated with Nelson Park ward provided the largest number of responses in support of Māori ward establishment (67.2% 'Yes' responses and 32.8% 'No' responses).
- Submissions associated with Ahuriri (47.3%) and Onekawa-Tamatea (43.2%) wards showed a very similar proportion of 'Yes' responses.
- Submissions associated with Taradale ward showed the lowest number of responses supporting Māori ward establishment (35.0% 'Yes' responses and 63.8% 'No' responses).
- 38.1% of submissions from outside of Napier, and 33.3% of submissions without specified addresses, were in support of Māori wards.
- 30.8% of respondents who identified being enrolled on the General roll supported Māori wards (68.4% selected 'No'), whereas 95.1% of respondents on the Māori roll supported Māori ward establishment (4.9% selected 'No').

RESPONDENT FEEDBACK

Open-ended comments sorted into categories. Totals may exceed 100% owing to multiple responses for each respondent.



- Overall, 64% of respondents provided further open-ended feedback in relation to their submission. Respondents opposing Māori wards were more likely to provide additional comments compared to those supporting Māori wards.
- A total of n=296 comments were generally in support of Māori ward establishment (35% of provided comments).
- Key themes of those in support included acknowledgement of fair Māori representation (e.g. *'More / fairer / guaranteed Māori representation / voice needed'*), honouring Te Tiriti o Waitangi, and greater partnership and collaboration (e.g. *'Greater partnership / unity / balance needed'*).
- A total of n=528 comments generally opposed Māori wards establishment (63% of provided comments).
- Key themes expressed by those not in support were concerned about additional separatism and segregation in the community as an outcome (e.g. *'Māori wards racist / create separatism / apartheid / division'* and *'We are / should be equal / one people'*).
- In addition, a group of comments expressed the belief that there is no need for Māori wards as *'Māori can already stand in General wards (like everyone else)'* and/or *'Should be elected on merit (not right or race)'*.

APPENDIX

Observations and implications – margin of error

Overall, the Napier City area includes approximately 50,100 people of eligible age to vote in general elections, local elections and referendums (according to New Zealand 2018 Census data); 46,923 were reported enrolled as at 31 August 2021 (according to Electoral Commission data). Using the population of all eligible voters in the NCC catchment area, 95% confidence level intervals are reported below.

Note: margins of error and confidence intervals are indicative only. The nature of this research was consultative engagement with Napier residents on a self-selecting basis, rather than a representative opinion survey. However, for reporting purposes, the margin of error was estimated based on the assumption of a simple random sample of the population.

Table 1 The percentage of 'Yes' response by ward and electoral roll with estimated margins of error (Napier only)

	GENERAL ROLL ('YES')	MĀORI ROLL ('YES')	TOTAL	NUMBER OF RESPONSES
AHURIRI	41.7%	95.0%	47.3% (+/- 6.2%)	n=114 out of 241
NELSON PARK	42.4%	96.3%	67.2% (+/- 5.7%)	n=174 out of 259
ONEKAWA-TAMATEA	33.9%	95.5%	43.2% (+/- 8.2%)	n=60 out of 139
TARADALE	26.0%	92.0%	35.0% (+/- 4.4%)	n=152 out of 434
TOTAL (NAPIER ONLY)	33.8% (+/- 3.2%)	95.0% (+/- 3.0%)	46.6% (+/- 3.0%)	n=500 out of 1,073

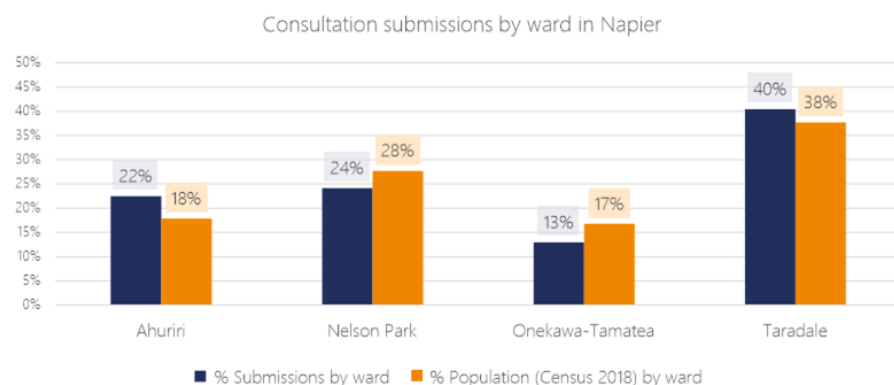
Note: 'Not registered'/'No data' responses are not shown due to small sample sizes.

Total number of 'Yes' responses out of all responses within each ward

Observations and implications – consultation submissions vs. population estimates

Population estimates are based on the Census 2018 results from Statistics New Zealand for Napier catchment area (for adult aged 18+). Enrolment population statistics are based on Electoral Commission data for 2021.

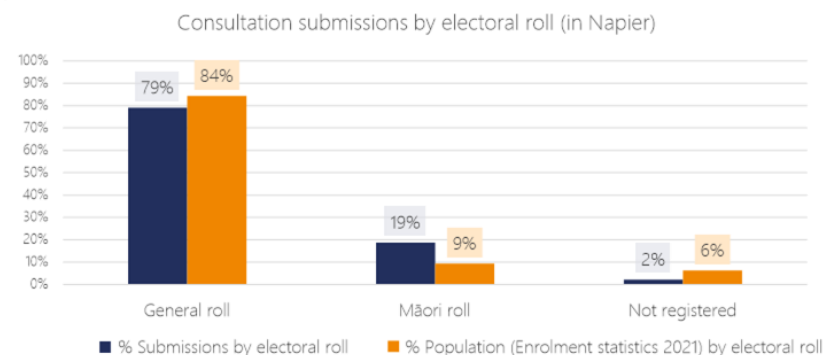
Adjusted estimates are based on post-stratification - statistical weighting of responses to ensure these responses are representative in total by key demographic characteristics (e.g. ward and electoral roll).



Overall, there were n=1,073 submissions from Napier specifically (based on contact details provided).

Compared to population estimates, Ahuriri ward was slightly over-represented in the consultation, whereas Nelson Park and Onekawa-Tamatea wards were slightly under-represented. These differences were still within 5% of population estimates.

Based on electoral roll enrolment population estimates, Napier residents on the General roll were slightly under-represented, whereas residents on the Māori roll were over-represented. 84% of the Napier population are enrolled on the General roll, but only 79% of those who submitted a response identified as being on the General roll. 9% of the population are enrolled on the Māori roll, but 19% of those who submitted a response identified as being on the Māori roll.



When ward and electoral roll population estimates were taken into account, the consultation results showed **41.4%** of 'Yes' responses and **58.0%** of 'No' responses (+/- 3%).

Observations and implications – results by suburb

Overall results presented by specific location (e.g. Napier suburb, Hawke's Bay, North Island and South Island).

Table 2 The percentage of 'Yes' and 'No' response by area

	'YES'	'NO'	NUMBER OF RESPONSES
NAPIER			
AHURIRI	47.1%	52.9%	34
AWATOTO	44.4%	55.6%	18
BAY VIEW	21.4%	78.6%	28
BLUFF HILL	51.4%	48.6%	74
GREENMEADOWS	30.8%	67.3%	104
HOSPITAL HILL	53.6%	44.9%	69
JERVOISTOWN	28.6%	71.4%	7
MARAENUI	84.4%	15.6%	64
MAREWA	62.9%	37.1%	70
MEEANEE	35.0%	65.0%	20
NAPIER SOUTH	58.0%	42.0%	69
NELSON PARK	33.3%	66.7%	3
ONEKAWA	57.0%	43.0%	86
PIRIMAI	41.0%	59.0%	39
PORAITI	14.3%	82.1%	56
TAMATEA	50.0%	50.0%	66
TARADALE	41.1%	58.4%	214
TE AWA	39.1%	60.9%	23
WESTSHORE	41.4%	58.6%	29
OUTSIDE OF NAPIER			
HASTINGS AND OTHER HAWKE'S BAY	65.2%	34.8%	115
OTHER NORTH ISLAND	10.6%	87.2%	94
OTHER SOUTH ISLAND	5.9%	94.1%	17
NOT STATED	33.3%	66.7%	15

Observations and implications – organisations and community groups

Overall, n=36 submissions were on behalf of different organisations: 6 submissions were on behalf of community groups / organisations, 15 represented Māori / Iwi organisations, and 15 were private businesses. Note: some organisations were represented by multiple submissions.

Respondents associated with other community groups were identified by general similarities in their submitted feedback (e.g. repeated responses across open-ended comments).

Table 3 The percentage of 'Yes' and 'No' response by groups of submissions (organisations vs. personal submissions)

	'YES'	'NO'	NUMBER OF RESPONSES
SUBMITTED ON BEHALF OF AN ORGANISATION	75.6%	24.4%	41
PERSONAL SUBMISSIONS	44.0%	55.4%	1,273

Table 4 The percentage of 'Yes' and 'No' response by groups of submissions (community groups)

	'YES'	'NO'	NUMBER OF RESPONSES
HOBSON'S PLEDGE INFLUENCED SUBMISSIONS	0.0%	98.0%	50
IWI REPRESENTATIVES / MEMBERSHIP	100.0%	0.0%	16
OTHER SUBMISSIONS	46.0%	53.4%	1,248

Table 5 All organisations named in the submissions

Aww Yum Podcast	Tangoio Marae	Heritage Services Hawke's Bay
Napier Pilot City Trust	Te Ao Marama Te Kohanga	JLCTrust
Napier Youth Council	Te Kohanga Reo o Waiohiki	Mauvan Scott Architects Ltd
National Council of Women Hawkes Bay Branch	Te Kupenga Hauora (5 submissions)	McIntyre Plumbing and Drainlaying Ltd
Taradale High School	Te Taiwhenua o Te Whanganui a Orotu	Oenology Services Ltd.
Te whānau o te whare o Maraenui	Te Wai Mauri	O'Reilly Ltd
Mana Ahuriri Trust	Tū Tangata Maraenui	P & C Lampp Properties Ltd
Maungaharuru-Tangitū Trust	Waiohiki Marae	P&T Global Education
Ngā Mānukanuka o Te Iwi	Waipareira Trust	Probert Signs
Ngāti Pāhauwera Development Trust	Clean Earth Ltd	RBH Ltd
Ngāti Pārau Hapū Trust (2 submissions)	David Turner Engineering	SAECOWilson
Pukemokimoki Marae	Errol Lilley Electronics	Te Aratika Drilling Ltd

MĀORI WARDS CONSULTATION SUMMARY

INTRODUCTION

The Local Electoral (Māori Wards and Constituencies) Amendment Act 2021 came into effect in March, allowing councils to make decisions on whether or not to establish Māori wards. An opportunity was provided for councils in a position to do so, to make a fresh decision on whether or not to establish Māori wards with a deadline for this decision to be made by 21 May 2021 for implementation in the 2022 Local Body Elections.

In Napier, some informal discussions with mana whenua entities had taken place when the changes were first mooted by the Government, however no clear position was established. In addition, it had been several years since the matter had been put to the wider community as part of the Representation Review consultation in 2017. Council decided in 2017, not to establish Māori wards for Napier.

On 22 April, Council resolved to undertake a full engagement and consultation process with the community to help inform its decision making on this matter. The time provided to meet the 21 May 2021 deadline for inclusion in the 2022 election did not allow enough time for such a process to be completed. The Mayor of Napier requested an extension to this deadline from the Minister of Local Government, but this was declined.

A two stage approach was confirmed, with the engagement stage commencing from 22 April 2021. Due to COVID-19 Lockdown occurring in the middle of the consultation stage, the submission period was extended by one week.

CONSULTATION APPROACH

A co-design group was established to guide the engagement and consultation phases and to input into the accompanying campaign. The group had representatives from Council, Ngā Mānukanuka o te Iwi (Māori Committee) and Council staff. This plan was shared with the full Māori Committee with no request for any amendments.

The two-stage approach was undertaken as follows:

- **Pre-consultation engagement** (22 April to 15 August) – this stage built awareness and knowledge of the matter to the wider community. This process was underpinned by a campaign and detailed information via the website and hardcopy factsheets and FAQs. Face to face opportunities for engagement were also undertaken.
- **Consultation** (16 August – 17 September) – The campaign switched to a 'call to action' to make a submission. Two community hui were scheduled, but due to COVID-19 restrictions, were cancelled. A Facebook Live was held instead.

Mana whenua engagement

From the outset, mana whenua entities, marae and Māori organisations were identified as active engagers, with extensive networks. Opportunities to engage and participate in the consultation process were provided throughout both stages of the process. Mana whenua entities were also invited to take part in the design of the consultation.

On 18 May, just prior to the 21 May decision deadline to establish Māori wards in time for the 2022 Local Elections, a Hikoī was made to Napier City Council. The Mayor, several Councillors and council staff met the group and responded to concerns they raised. The Hikoī group expressed their disappointment with Council for not making a decision on Māori wards by the May deadline.

Following advice from Council's Kaumatua, invitations were sent to mana whenua entities to attend a Hui hosted by Piri Prentice at Pukemokimoki Marae on 26 July or at an alternative time.

Two representatives from Ngāti Parau attended the meeting. A Pukemokimoki Marae representative also attended briefly. A presentation was made by the Mayor. Discussion and questions focused around the 21 May decision deadline as well as the mechanics of Māori wards. A separate meeting was arranged with Maungaharuru Tangitū Trust. Representatives (CEO and Board member) met with the Mayor and Council staff on 13 August 2021. Discussion largely centred on the process and timings, with dissatisfaction expressed regarding the May decision deadline. Te Taiwhenua o Whanganui a Orotu also responded with an alternative meeting time, however the meeting was subsequently postponed with no meeting confirmed.

In mid August, a second invitation was sent out to mana whenua entities with a further offer to meet to discuss Māori wards.

As the process moved from engagement into the submission period, a letter was sent to mana whenua entities and marae as an update and a request share the information more widely to encourage submissions.

A reminder was provided just before the submission closing date, and subsequently, to advise about the extension week.

CONSULTATION PROCESS

While a strong online and digital approach was undertaken, the consultation process also acknowledged the need for kanohi ki te kanohi (face to face) opportunities to kōrero as well. In addition, hard copy information and submission forms were made available at Napier City Council Customer Services Centre, the Napier Libraries and by request.

The Mayor and Councillors took an active role in the engagement period, with the focus switching to a call for submissions during the consultation stage.

Promotion

The promotional activities ran right through the four month consultation process period.

Campaign

A campaign to support the engagement and consultation phases was developed. The campaign was designed to be accessible, relatable and pitched to spark interest in the matter. The focus of the campaign during the engagement phase was to encourage conversations within whānau and friend groups and between community and Council. This phase of the campaign also encouraged people to build their knowledge about Māori wards for Napier prior to making a submission.

The second phase of the campaign focused on a call to action – encouraging people to make a submission.

The campaign material was used across all promotional platforms, with a strong emphasis on Digital and Radio advertising – particularly during the COVID-19 Level 3 & 4 alert levels.

A full summary is attached (Appendix 1).

Social Media / Website

This matter attracted a high level of interest on social media with a reach of 228,000 generating 9,670 visits to the website. Traffic to the website was also high (24,270). There was a spike in both visits to the website and online submissions around the FB Live session. Over the total consultation process period, there were 52 posts on Facebook and Instagram and eight video placements with eight advertisements also.

A detailed report on the Social Media and Website statistics is attached (Appendix 2).

Pre-consultation Engagement

Kapu Ti Drop in sessions

Four sessions were held across Napier where residents could drop-in for a cup of tea with a Councillor to discuss Māori wards. Councillors were supported by members of the engagement team. The sessions were held in Taradale, Maraenui, Tamatea and Westshore. In total, 21 residents joined the sessions where the majority stayed for over an hour to talk about Māori wards.

Book a Hui

Groups and organisations were invited to 'book us' for a hui. An online booking form allowed groups to request attendance at their meeting to discuss Māori wards. Two groups took up this opportunity, but due to timeframes and COVID-19 restrictions, only one meeting could be attended. At the Napier City Pilot Trust meeting, in addition to discussing Māori wards, the discussion was also focused on the need to offer opportunities for people in the community to increase their knowledge around the Treaty of Waitangi. This idea was followed up with workshops being arranged during the engagement period.

Treaty of Waitangi Workshops

Supported by Napier City Council, The Napier Pilot City Trust hosted two community Treaty of Waitangi workshops on 11 August 2021. These proved very popular with over 60 people attending. Respondents to the feedback survey reported an increase in knowledge (95%), and that the workshop had been valuable (94%). Because of the success and demand of these workshops, there is an intention to provide further workshops this year.

Information Sign up

An online sign up provision was made on sayitnapier.nz so people could sign up to be kept informed of the engagement and consultation process. There were 139 people registered during the period. We promoted the engagement and consultation activities to this group and advised them when the submissions went live and also when the submission period was extended.

Councillor presentations

A powerpoint presentation was prepared that could be used by Councillors at any of the events or meetings they attended during the consultation process. Councillor Boag spoke to four groups during the engagement period, two of which made a submission.

CONSULTATION

It was intended that two community hui would be held during the consultation period. However, due to COVID-19 lockdown occurring, these were switched to a Facebook Live Hui held on 25 August. The campaign supporting the process switched to a 'call to action' approach with advertising and social media shifting to a call for submissions. A decision was made to extend the closing date for submissions in light of the COVID-19 situation impacting on consultation activities and focus for the community. Consultation was open for a total of five weeks. A quarter of submissions were received during the extension week, with the highest level of submissions received in the original closing week.

FB Live

The Facebook Live Hui was conducted in lieu of community hui during Level 4 Lockdown. A short video providing information was pre-recorded and played prior to the live Q and A session with a panel comprising the Mayor and two staff members (zooming in separately). The session had a strong reach (4,500) and a high level of viewership (74 peak live views). There was a steady stream of questions and comments (121) and it was shared 18 times. Following the session, the pre-recorded video was further promoted.

SUBMISSION RESPONSE

Overall, 1314 unique submissions were received, 45 of which were made on behalf of an organisation or group. Eighty six (86) submissions were received via the hardcopy form. Sixty six (66) submitters requested to support their submission in person (oral submission) at the Hearing.

A full analysis is provided in the SIL Research report.

APPENDIX 1

Promotional Campaign – Summary		
Channel	Volume	Reach
Print		
HB Today	3 x half pages	36,000 daily
Tihei Kahungunu	3 x half pages	38,000 daily
Napier Courier	2 x full pages 4 x half pages 2 x quarter pages	24,000
Proudly Napier	Main feature	24,000
Our Napier	Advertisement x 6	24,000
Radio		
NZME Newstalk ZB, The Hits, Hauraki, Coast FM	1,039 commercials	30 – 59 year olds 62,200
Mediaworks: More FM, The Breeze, Magic	90 commercials	25 – 69 + year olds 46,000
Digital		
NZHerald.co.nz display	107,255 impressions	204 clicks
NZHerald.co.nz video	Run 51,000 times	195 clicks
Google Display and You Tube	715,708 impressions	4,705 clicks
HB Today	53,464 impressions	271 clicks
HBApp	553,284 impressions	
Out of Home		
Billboards	Prebensen Drive Taradale Road Ford Road Westminister Ave	3 weeks (Note: Alert level restrictions limited the display time)
A3 posters Information sheets FAQs	Community organisations and businesses Council facilities / staff areas Community Noticeboards	19 24 3
Additional Media		
The Breeze	Interview with the Mayor	
Te Karere	Interview with the Mayor	
Media releases		3

Appendix 2: Social Media / Website Report

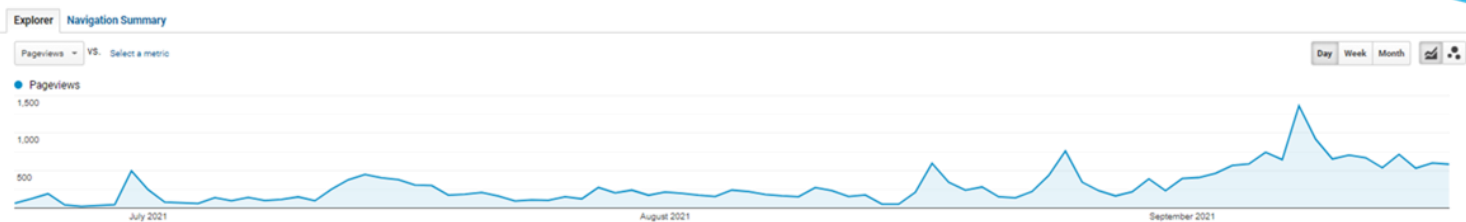
Māori Wards Consultation

Digital Performance





Website Traffic & Site Content



Total traffic: 24,270 users, 25,718 page views
Average session time: 1 min 4sec

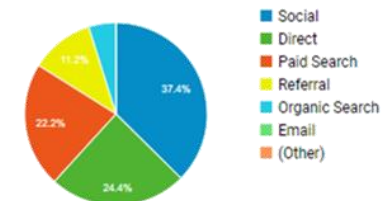
Page	Pageviews	Unique Pageviews	Avg. Time on Page	Entrances	Bounce Rate
	25,718 % of Total: 43.56% (56,036)	21,938 % of Total: 44.69% (49,087)	00:01:04 Avg for View: 00:01:42 (-36.74%)	15,186 % of Total: 43.09% (35,239)	74.93% Avg for View: 59.79% (7.37%)
1. /ncc/maori-wards/	7,920 (30.80%)	6,276 (28.61%)	00:01:05	5,112 (33.66%)	72.41%
2. /ncc/maori-wards	2,728 (10.61%)	2,392 (10.90%)	00:02:09	2,385 (15.71%)	87.92%
3. /ncc/maori-wards/have-your-say/have-your-say-english/	2,727 (10.60%)	2,417 (11.02%)	00:01:42	314 (2.07%)	85.99%
4. /ncc/maori-wards/have-your-say/	2,283 (8.88%)	1,796 (8.19%)	00:00:14	435 (2.86%)	16.32%
5. /ncc/maori-wards/thank-you	1,377 (5.35%)	1,225 (5.58%)	00:01:02	1,181 (7.78%)	73.58%
6. /ncc/maori-wards/fact-sheet/	793 (3.08%)	713 (3.25%)	00:02:38	142 (0.94%)	39.19%
7. /ncc/maori-wards/faqs/	559 (2.17%)	481 (2.19%)	00:00:13	48 (0.32%)	45.83%
8. /ncc/maori-wards/faqs/faqs-english/	559 (2.17%)	502 (2.29%)	00:02:55	51 (0.34%)	71.15%
9. /ncc/maori-wards/have-your-say/?fbclid=IwAR0Q1MpVxm-Po04jm7fAsqZ0lkaNnGMwix7XULqP6xDLNDaBxc-QpMP-Tqs	365 (1.42%)	325 (1.48%)	00:00:14	309 (2.03%)	20.06%
10. /ncc/maori-wards/kapu-ti-drop-ins/	181 (0.70%)	154 (0.70%)	00:02:01	19 (0.13%)	68.42%



Website Acquisition Type

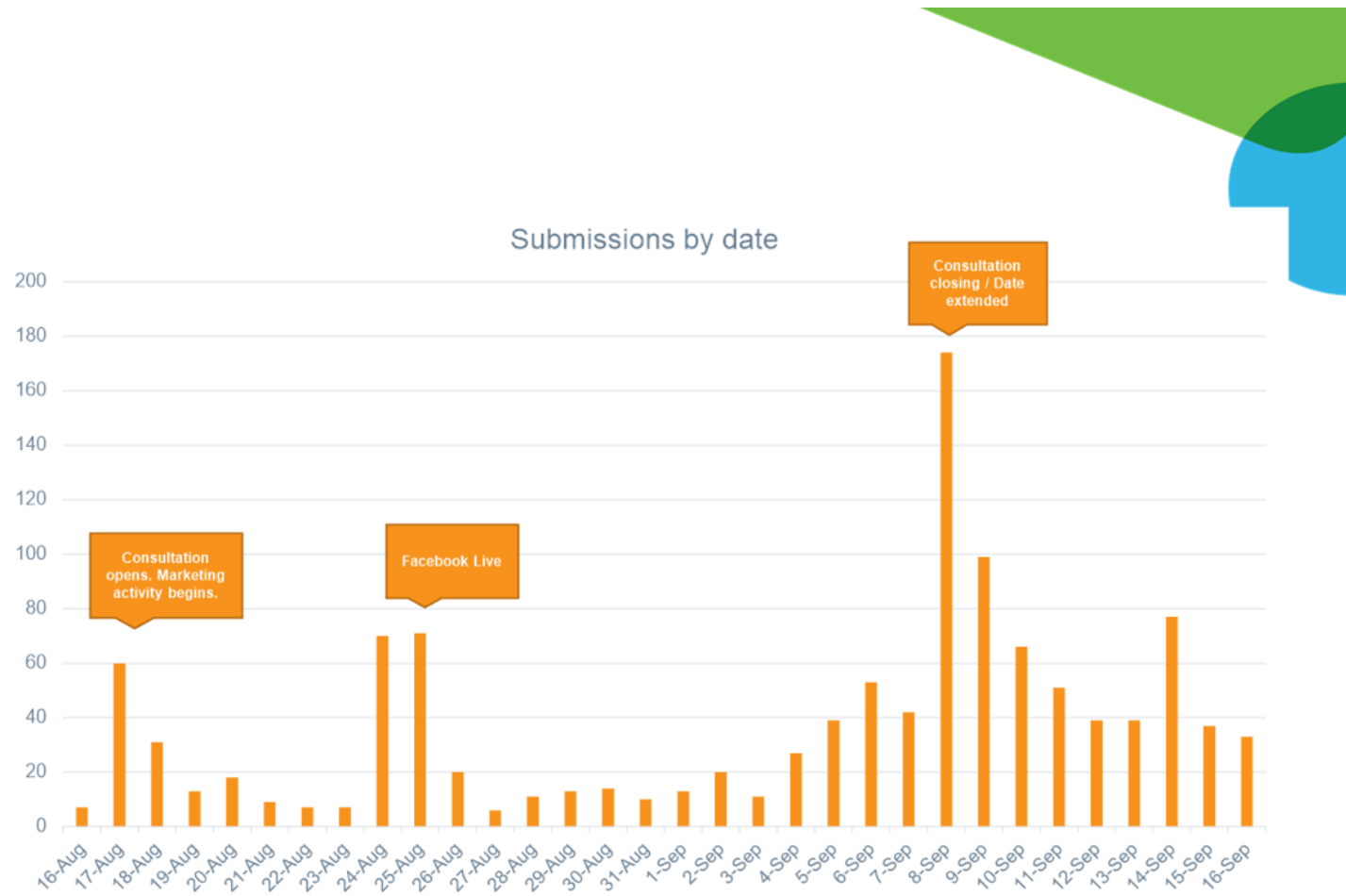
	Acquisition			Behavior		
	Users	New Users	Sessions	Bounce Rate	Pages / Session	Avg. Session Duration
	24,270	23,429	35,329	69.79%	1.67	00:01:09
1 Social	9,670			67.70%		
2 Direct	6,297			71.26%		
3 Paid Search	5,733			87.38%		
4 Referral	2,904			52.70%		
5 Organic Search	1,241			36.02%		
6 Email	10			90.91%		
7 (Other)	1			66.67%		

Top Channels



Acquisition type: social media, direct entered the URL directly or googled the URL, paid search (google search & display, referral from NCC & survey monkey, organic search through a search engine result (not paid)







Facebook Live

Date	Reach	Peak Live views	Shares	Comments	Reactions
19 April	4500	74	18	121	84





Social Content

Facebook Posts

Total Reach	Post Clicks	Comments
130,902	7158	197

Facebook & Instagram Ads

Total Reach	Post Clicks	Comments	Platform
91700	9612	449	Facebook and Instagram

Instagram Stories

Total Reach	Likes	Comments
5609	36	18

Facebook Live

Date	Reach	Peak Live views	Shares	Comments	Reactions
25 August	4500	74	18	121	84



Top Social Posts

Performance for Your Post

14,790 People Reached

206 Reactions, Comments & Shares

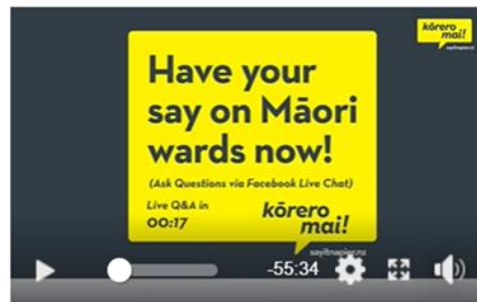
Reaction	On Post	On Shares
Like	46	30
Love	6	6
Haha	6	0
Sad	2	0
Angry	1	0
Comments	131	26
Shares	14	0

1,242 Post Clicks

Category	Count	Other Clicks
Photo Views	10	1,073
Like Post	4	1
Report as Spam	0	0

Reported stats may be delayed from what appears on posts.

Have your say on Maori wards now! - Live ...
Thank you to everyone who joined our Māori Wards Community Hui. To anyone who couldn't make it,...



Napier City Council - Te Kaunihera o Ahuriri
Sponsored - Paid for by Napier City Council

We are considering whether or not we should establish Māori wards in Napier. Before we make a decision in October, we want your feedback.

Māori wards | Consultations [LEARN MORE](#)

Te Aroha... 148 Comments 10 Shares

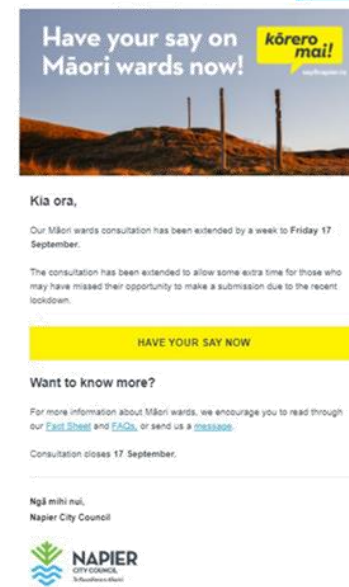
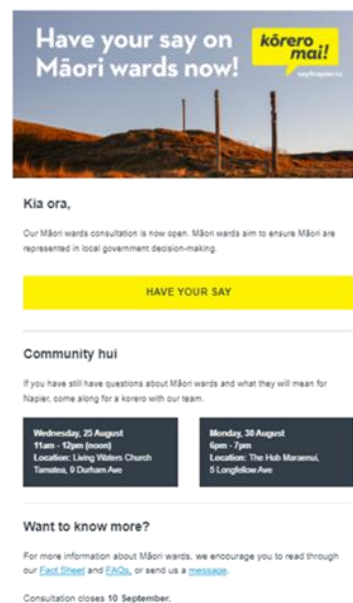
Like Comment Share



Email Marketing

139 people signed up to our email database via sayitnapier.nz during phase one of the consultation. This provided us with a base of engaged residents to directly correspond with about the campaign. The high open and click rates indicate a good level of engagement.

- Consultation Open – Aug 17
- Open rate 79%
- Click rate 50.7%
- Consultation Extended – Sept 10
- Open rate 66.7%
- Click rate 21.0%





- Total website traffic - 24,270
- Website traffic source (highest to lowest) - social media, direct entered the URL directly or googled the URL, paid search (google search & display), referral from NCC & survey monkey, organic search through a search engine result (not paid).
- Total posts 52 Social media posts (FB and Instagram) from 25 June – 17 September.
- Ad placement - Feed and instream videos (8 placements) Stories and reels, apps and sites (5 placements) Right Column, Search Results, Instant Articles (3 Placements)
- We have seen a spike in visits to the website and submissions around our Facebook live,
- The Maori wards social campaign had a reach of over 228,000 and generated the 9670 unique visits to the website.
- The highest social engagement and traffic to the website was around the Maori wards video.
- We have seen great results across Facebook & Instagram both paid and organic. Reach, engagement and views have all increased during the campaign period.
- The majority of our social traffic is coming from FB, but we have also seen and increase in clicks from promoted Instagram stories.