
Northland Regional Council

Supplementary Items

Council Meeting

**Tuesday, 12 December 2017
at 10.30am**

TITLE: **Supplementary Item for Council Meeting
– 12 December 2017**

ID: A1010493

To: Council meeting, 12 December 2017

From: Chris Taylor, Governance Support Manager

Date: 8 December 2017

Executive summary

As detailed in the main agenda, there were two reports that could be not collated in sufficient time for inclusion. In detail:

- Item 7.2: Governance Structure Review/Meetings Calendar 2018; and
- Item 7.7: Criteria Resource Management Act 1991 Māori Provisions: Mana Whakahono a Rohe | Iwi Participation Arrangements

Thus it is recommended that the supplementary information be received.

Recommendation

That as permitted under section 46A(7) of the Local Government Official Information and Meetings Act 1987:

- Supplementary Item 7.2: Governance Structure Review/Meetings Calendar 2018; and
- Supplementary Item 7.7: Criteria Resource Management Act 1991 Māori Provisions: Mana Whakahono a Rohe | Iwi Participation Arrangements

be received.

Authorised by Group Manager:

Name: Jonathan Gibbard

Title: Group Manager Governance and Engagement

Date: 8 December 2017

TITLE: Governance Structure Review/Meetings Calendar 2018

ID: A1001580

To: Council Meeting, 12 December 2017

From: Chris Taylor, Governance Support Manager

Date: 7 December 2017

Executive summary

At the beginning of the triennium council considered the most effective structure to deliver its vision for Northland. This provided the opportunity for council to 'think outside the square' and analyse possible opportunities for improvement. One of the key reasons for change was the preference for collective decision making, by full council, to ensure a unified approach. This resulted in the current governance structure; whereby council is 'underpinned' by two subcommittees and six working parties.

Subsequently, and as part of council's desire to continue and enhance its relationship with Māori, consideration was given to the appointment of Tai Tokerau Māori and Council Working Party members to council working parties. This resulted in one non-elected member being appointed to the Natural Resources, Marine Management, Pest Management and Planning Working Parties. This has been in place since March 2017.

Council committed to a review of the governance structure to ensure it was 'fit for purpose'. Accordingly, councillors, general managers, third tier managers and PAs/EAs were surveyed in November 2017 seeking feedback. The results of the survey were workshopped with the Executive Leadership Team/council and are summarised in this report; the purpose of which is to determine a way forward.

Recommendations

1. That the report 'Governance Structure Review/Meetings Calendar 2018' by Chris Taylor, Governance Support Manager, and dated 7 December 2017, be received.
 2. That the Marine Management Working Party be amalgamated within the Natural Resources Working Party and the revised Terms of Reference (included as Attachment Five pertaining to Supplementary Item 7.2 of the 12 December 2017 council meeting), be approved.
 3. That the Audit Working Party be renamed the Audit and Finance Working Party and the revised Terms of Reference (included as Attachment Six pertaining to Supplementary Item 7.2 of the 12 December 2017 council meeting), be approved.
 4. That the programme of meetings detailed in the 2018 Meeting Calendar (included as Attachment Seven pertaining to Supplementary Item 7.2 of the 12 December 2017 council meeting), subject to any amendments made at the meeting, be approved.
 5. That the Chairman be appointed as the default alternate for all councillor portfolios (for the avoidance of doubt this includes all committees, subcommittees, working parties, working groups and external memberships/delegations)
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Background:

Review of Last Triennium

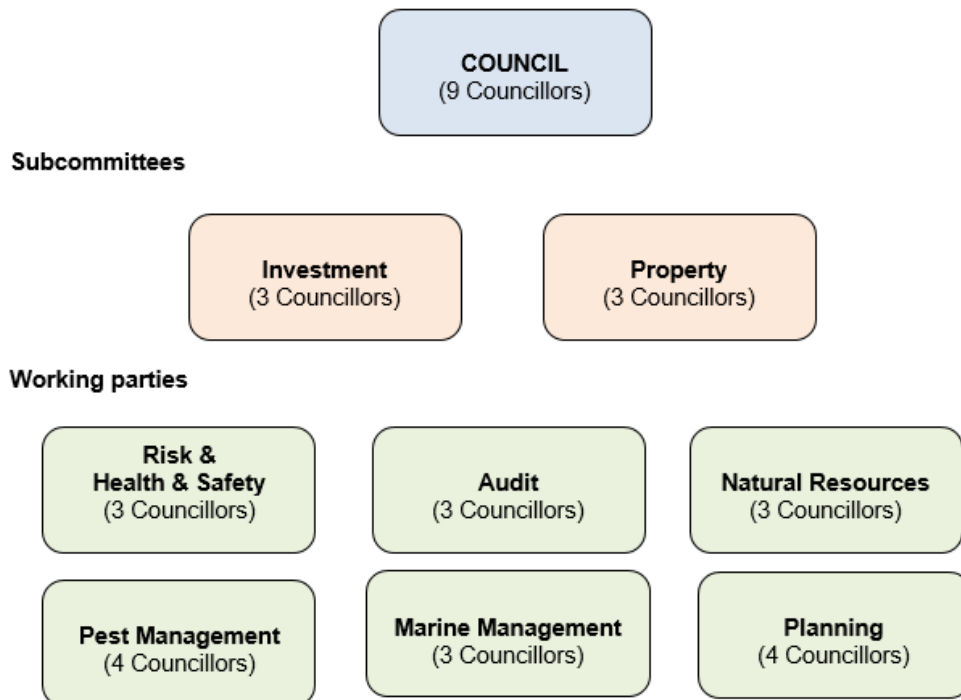
At the commencement of the 2016-2019 triennium, council determined the most appropriate governance structure to deliver its vision. In doing so consideration was given to the elements a good governance structure should deliver, the survey conducted with outgoing councillors of the previous triennium and a number of additional factors (detailed in **Attachment One**).

To ensure the efficient and effective delivery of council business, a suite of ‘underpinning principles’ (detailed in **Attachment Two**) were used to guide the establishment of the 2016-2019 governance structure:

Previous and current governance structures:

The primary difference between the 2013-2016 structure (detailed in **Attachment Three**) and the 2016-2019 structure (depicted in **Table One** below) was the replacement of six standing committees with two sub committees and six issue specific working parties.

Table One: 2016-2019 Governance Structure



Anticipated Advantages/Disadvantages

At such time the 2016-2019 governance structure was established, consideration was given to the potential advantages, disadvantages and mitigation factors (detailed in **Attachment Four**)

Key themes emanating from the governance review survey:**Support for working parties**

The survey demonstrated general support for the continued use of working parties. Key benefits identified were as follows:

- Provides the opportunity to discuss issues in depth and explore options without the stress of a formal structure.
- Allows members to drill down into the detail and provide a clear, reasoned direction to the full council to vote on.
- Allows councillors to work to their interests and strengths and be part of detailed discussions which may not be of particular interest to some councillors.
- Improved relationships, trust, communication and knowledge sharing between governance and management
- Less resourcing required (administratively)
- Allows flexibility to change meeting dates or cancel at short notice.
- A non-threatening and open environment for robust discussion.

It must be noted that the support for working parties however was not unanimous.

Alternative views were as follows:

- Councillors are now reliant on others to make governance decisions on their behalf
- Reinstate committees or hybrids of, that uses standing orders as and when needed
- My preference would be to revert to the original structure to enable a more democratic, interactive governance

Perceived reduction in transparency with the public

A number of responses made specific reference to reduced public transparency. For the avoidance of doubt the current practise is for working party meetings to be posted on the NRC website along with the related order paper. They are not included in the monthly public meetings notice included in the local newspaper. It has been generally acknowledged that the matter of transparency needs to be addressed and there are several options available to council:

1. Status Quo:

- **Advantages¹**
No cost to council and minimal resourcing required.
- **Disadvantages**
Perceived lack of transparency with the public

2. Post working party meetings on the NRC website including full agendas and records of actions

- **Advantages**
No cost to council and limited resourcing required.
More information available to the public

¹ Note: For advantages/disadvantages and mitigation factors relating to the current governance structure, refer to Attachment Seven.

- **Disadvantages**
Slightly more admin resourcing required by the EAs/Pas and webteam.

- 3. **Notify working party meetings in the monthly public notice in the local paper and on the NRC website; in conjunction with the full agenda and record of actions:**
 - **Advantages**
Improved public transparency
 - **Disadvantages**
Increased advertising costs (both for the monthly public notice and for additional meetings that arise).
Having to advertise working party meetings goes against their purpose to meet when and as required.
Effectively adds another level of formality to what is designed to be an informal body.
Additional administration required co-ordinating the public meeting notice.

- 4. **Notify those working party meetings known at the time the public notice is issued (with a blanket statement advising that further working party meetings may arise as and when required. Refer to the NRC website for details). Also post working party meetings on the NRC website with full agendas and records of actions**
 - **Advantages**
Improved public transparency
 - **Disadvantages**
Increased advertising costs (both for the monthly public notice and for additional meetings that arise).
Having to advertise working party meetings goes against their purpose to meet when and as required. Effectively adds another level of formality to what is designed to be an informal body.
Additional admin co-ordinating the public meeting notice.

The Executive Leadership Team and council supported, in principle, Option 2. This increases the amount of information available to the public without incurring additional cost or resourcing. It also aligns with the purpose of working parties and preventing adding a further level of formality to what is supposed to be a dynamic and informal body.

Difficulty scheduling subcommittee/working party meetings

A number of comments were made in respect to the scheduling of working party meetings to the effect:

- Dates that are set and not changed for all meetings are preferred.
- It is difficult at times to schedule working parties into the timetable.
- The structure has not reduced the number of meetings and in fact has proven challenging to schedule all meetings.
- Councillors are being required to come in for short meetings at short notice which has resulted in some frustration from councillors when not aligned with other meetings.
- Thought to be given to scheduling subcommittee/working party meetings at least two weeks out from full council meetings so that papers can flow from one to the next without delay of a month.

The Executive Leadership Team and council supported, in principle, that a default schedule for working parties ² be developed based on synergies of membership. This would still enable meetings to be called if an issue arose but would provide staff a logical default timeslot for meetings. Consideration also to be given to the timing of working party meetings to ensure any recommendations emanating from these can feed into council meetings.

Reporting back from working parties

Comments were received regarding the reporting back from working parties as follows:

- I find the current reporting back from the working parties somewhat ad hoc
- Generally, the record of actions from working parties are just accepted and not debated at all.
- There is a lack of reporting up, the summary agenda reports to council are only a snapshot of the discussion and do not reflect in sufficient detail what was discussed.

The original proposal to council noted that a potential disadvantage of the governance structure was the difficulty for councillors to keep abreast of a wide range of issues before they were presented to the full council for a decision. The proposed mitigation technique at the time was the introduction of a 'Chairperson's briefing' as part of the council meeting format whereby each subcommittee and working party chair would give either a brief written or verbal summary of their monthly business.

The Executive Leadership Team and council supported, in principle, that a 'Chairpersons' briefing' be introduced whereby each Chair can provide a verbal update at the council meeting (commencing December 2017) to ensure the rest of the council is better informed. For the avoidance of doubt this would supplement the working party updates currently included in the council agenda.

Economic Development Focus

Comments were received regarding the need to reintroduce oversight of Northland Inc. Limited (NINC) into the terms of reference of one of the working parties or create a new economic development working party. This could potentially be an interim measure while council worked through the Section 17A review of the delivery of economic development services in Northland and NINC SOIs and KPIs.

It is noted that in the last triennium the Economic Development Working Party did provide a useful sounding board for NINC regarding the merit of potential projects and is now required to address such matters with full council if at all.

The rationale for scheduling a regular council workshop, as opposed to establishing a working party, is that NINC is a council controlled organisation with a significant budget and it is deemed essential that decisions relating to it must have the 'buy in' of full council. It is noted that a portion of these workshops could be dedicated to a 'governance to governance discussion' if required.

² Analysis has been undertaken on the existing working parties to determine synergies of memberships and potential alignment of meetings. The outcome of which is incorporated in the proposed 2018 Meeting Calendar – refer to **Attachment Seven**.

The Executive Leadership Team and council supported scheduling a quarterly half day workshop to dedicate time with NINC (to align with NINC quarterly reporting). The format of these workshops is yet to be determined.

Sundry recommendations

A number of suggestions emanated from the survey but were not widely identified as follows

Clarity on recommendations to council

It was requested that clarity be provided regarding recommendations to council.

For the avoidance of doubt the receipt of minutes or records of actions does not constitute council agreeing to any recommendations within. Hence, if a subcommittee or working party requires council to form a position or make a decision then it must be supported by a full report to council for consideration.

The Executive Leadership Team and council supported, in principle, that all recommendations to council from subcommittees and working parties/groups be provided as a full decision-making report to council including all the necessary considerations and supporting papers. If sufficient time is available, and especially if a matter is strategic or potentially controversial, there would be merit workshopping it with full council.

Workload of councillors

There was mixed feedback on the equitable distribution of workload amongst councillors as follows:

- Not sure that there is a more even distribution of workload among councillors – it seems (and it may be perception and not actually the case) that some councillors do more than others.
- Yes, the structure has delivered a more equitable workload as councillors go with their strengths and can limit their involvement if needed.
- Councillors are under greater work pressure and there is still an imbalance of workloads but it has improved from previous models.

It must be noted that the current remuneration of councillors is based on the requirement to have an equitable distribution of workload amongst the elected members. If this was to change resulting in some councillors having additional/amended/reduced responsibilities, approval must be sought from the Remuneration Authority for any changes in remuneration.

Investment Subcommittee

Feedback was received that the Investment Subcommittee was hamstrung by the formality of its status as a subcommittee. In detail that investment markets move quickly and that the subcommittee must be 'more fleet of foot'.

Council supported, in principle, retaining the status of the Investment Subcommittee based on the following:

- A formal structure was necessary for making decisions on a significant investment portfolio
- The subcommittee structure ensured transparency with the public
- Issues of timeliness could potentially be addressed by the subcommittee consistently meeting on a monthly basis. Consideration could also be given to modifying its Terms of Reference in conjunction with the CEO's delegations.

Marine Management Working Party

Feedback was received that there was insufficient workload to warrant a specific Marine Working Party.

The Executive Leadership Team and council supported, in principle, that the Marine Management Working Party be amalgamated into the Natural Resources Working Party, incorporating the members of both parties and the TOR be amended accordingly.

Property Subcommittee

Mixed feedback was received regarding the status of the Property Subcommittee. On one hand, it was suggested that it be transferred to working party status. On the other hand, it was advised that once teething issues were resolved it was functioning well as subcommittee.

The Executive Leadership Team and council supported, in principle, retaining the existing status of the Property Subcommittee.

Risk and Health and Safety Working Party

Various feedback was received regarding the Risk and Health and Safety Working Party as follows:

- That a separate risk committee/working party be established or it be added to the investment subcommittee/working party.
- That an independent member be appointed.

Council supported, in principle, retaining the existing configuration of the Risk and Health and Safety Working Party.

TTMAC Working Party

Various feedback was received regarding the TTMAC Working Party as follows:

- Given pending Treaty Settlements and IPAs it is suggested that TTMAC be transferred to a more formal status.
- That consideration be given to disbanding TTMAC in favour of one or more IPAs.

It is noted that returning to a more formal status will bring with it the issues of last term around standing orders and no Co-Chair. Treaty settlements and IPAs are very narrow in scope and would not enable council to seek advice and feedback as it does from TTMAC.

The Executive Leadership Team and council supported, in principle, retaining the existing status of the TTMAC Working Party.

Audit Working Party

Feedback was received questioning whether there was sufficient work to justify retaining the Audit Working Party.

The Executive Leadership Team and council supported, in principle, that the Audit Working Party be renamed the Audit and Finance Working Party and its Terms of Reference be amended to broaden its ambit.

Caucusing Working Party Items

Feedback was received that there was currently no mechanism by which council could caucus issues or material for working parties to address. It is suggested that there are a range of mechanisms available for councillors to propose working party/group items including, but not

limited to, councillor only time, councillor briefings, council workshop items and raising matters directly with General Managers.

The Executive Leadership Team and council agreed, in principle, there were sufficient mechanisms currently available.

Hard copies of agendas

Feedback was received that councillors should receive hard copies of agendas and that the font should be reverted to Arial 11. This matter is beyond the scope of the review. However, the Chair has been clear that councillors will receive information electronically.

Considerations:

Options

No.	Option	Advantages	Disadvantages
1	Status Quo	<ul style="list-style-type: none"> Gives time for the current structure to 'bed in' 	<ul style="list-style-type: none"> Does not provide the opportunity to improve the governance structure or address any of the issues that have been identified to date.
2	Revert to previous governance structure	<ul style="list-style-type: none"> Difficult to quantify. 	<ul style="list-style-type: none"> A number of issues were identified with the previous governance structure and these will remain. Does not give the new governance structure a decent chance to prove its worth.

<p>3</p>	<p>Enhanced status quo</p>	<ul style="list-style-type: none"> • Allows council to tweak the governance structure and address the issues that have arisen. • Can further enhance the benefits sought from the new structure. 	<ul style="list-style-type: none"> • Difficult to quantify.
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The staff's recommended option is 3; the enhanced status quo.

1. Significance and Engagement

This is purely an administrative matter and when assessed according to the council's Significance and Engagement Policy is deemed to be of low significance.

2. Policy and Legislative Compliance

The activities detailed in this report are in accordance with the council's decision-making process and sections 76-82 of the Local Government Act 2002.

Further Considerations

3. Community Views

This is a purely administrative matter and there are no strong community views identified.

4. Māori Impact Statement

There is well known interest in the operation of the TTMAC Working Party and Māori Representation on council working parties. However, if council approves the recommendations detailed within the report the status quo will remain in terms of these matters.

5. Financial Implications

It is anticipated that if a more streamlined schedule for working parties can be established it will reduce the amount of travel required by councillors, which should be reflected in reduced travel allowances.

In the event, council elected to publicly notify working party meetings in local newspapers there would be an associated cost.

6. Implementation issues:

There are no identified implementation issues.

Attachments:

- *Attachment One:* Considerations for the establishment of the 2016-19 governance structure
 - *Attachment Two:* Underpinning principles
 - *Attachment Three:* The 2013-2016 Governance Structure
 - *Attachment Four:* Anticipated advantages, disadvantages and mitigation factors relating to the 2016-19 governance structure
 - *Attachment Five:* Revised Natural Resources Working Party Terms of Reference
 - *Attachment Six:* Revised Audit and Finance Working Party Terms of Reference
 - *Attachment Seven:* 2018 Meetings Calendar
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Authorised by Group Manager:

Name: Jonathan Gibbard

e Group Manager Governance and Engagement

Date: 30 November 2017

Attachment One: Considerations for the establishment of the 2016-19 governance structure

Elements of a good governance structure:

Inclusiveness of councillors	Ensuring councillors are appropriately involved in decision making.
Efficiency of decision-making	Decision-making, at all levels, is as efficient as possible.
Strategic/integrated decisions	Councillors (as governors) are looking ahead, at where the council and the community need to go, and the decisions are coherent and supportive.
Informed decision-making	Councillors have collective ownership of council decisions, and have confidence the process has enabled deeper consideration (at committee or workshop levels) if required.
Public participation	There are appropriate processes for community participation.
Openness	Key decisions are made in public.
Transparency	It is clear who has the authority to make the decision.
Accountability	Elected members are accountable for decisions and council actions, and ensure performance is subject to scrutiny.

Survey with outgoing councillors:

The survey conducted with outgoing councillors of the previous triennium also provided context for discussion. In summary, the following areas were highlighted for improvement:

- Frequency of meetings
- Committees with no delegated authority
- Uneven distribution of councillor workload and lack of progress

Furthermore, the following areas were highlighted as strengths of the previous governance structure:

- External stakeholder representation
- Public accessibility
- Clearly defined roles

Additional factors:

Additional factors taken into consideration when considering potential structures for the 2016-19 triennium included:

- Frequency and costs associated with meetings;
- Stakeholder interest and ways to simplify being involved with council;
- Efficiency and effectiveness;
- Whether the structure is a decision-making forum or developing recommendations for consideration by the full council;
- The most effective manner to involve staff in the process; and
- The requirements of relevant legislation

Attachment Two: Underpinning principles*Full Council*

Retain consideration and decision making at full council level if the matter:

- Involves significant/contentious decisions that requires all of council buy-in
- Is a specific matter that doesn't involve ongoing detailed analysis; or
- Requires a decision that cannot be delegated.³

Subcommittee

Delegate decision making to a subcommittee if the matter:

- Involves a high workload, requires detailed analysis and is ongoing; or
- Formal decision-making is to be delegated

Delegated decision making to subcommittees is generally at the lower end of the decision-making continuum (i.e. decisions do not generally have a high level of significance). The value of subcommittees is that they enable more informal discussions and debate than at a council meeting. They provide a focus to an issue(s) that need more meeting time than is otherwise available at council. Subcommittees can also do the ground work around a major issue then provide a report to the council that streamlines the discussion, debated and decision-making process at the council meeting.

Statutory Board/Committee

Retain and appoint members to a statutory board/committee where required by law.

Working Party

Form a working party if:

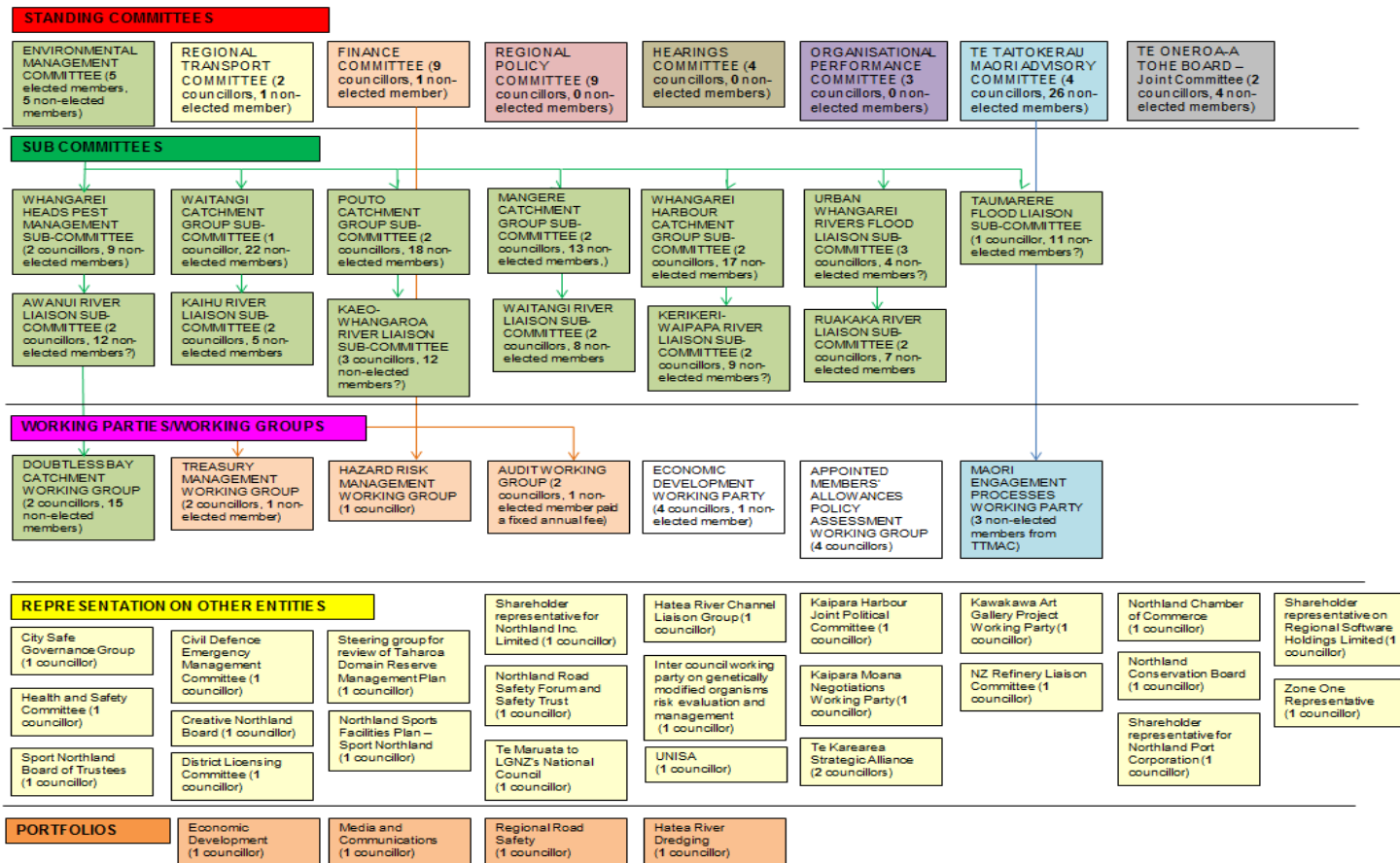
- No formal decision-making is to be delegated
- Members are considering a defined issue or area of work producing options or recommendations prior to formal council decision-making; and
- Meetings are to workshop and develop initial informal governance and staff thinking on a matter prior to formal council consideration.

Working parties are not typically delegated any decision-making authority. Their value lies in the opportunity to:

- Focus on a specific issue or set of issues
- Facilitate information sharing
- Develop research or background material
- Develop an approach/parameters to deal with an issue
- Develop recommendations for the 'parent body' (council, committee or subcommittee)

³ Clause 32 Schedule 7 of the Local Government Act 2002 stipulates those decisions that cannot be delegated by council.

Attachment Three: The 2013-2016 Governance Structure



Attachment Four: Anticipated advantages, disadvantages and mitigation factors relating to the 2016-19 governance structure

Advantages	Disadvantages
<ul style="list-style-type: none"> Increased debate and decision making at full council to ensure it operates as a 'single cohesive entity' 	<ul style="list-style-type: none"> Public perception of a lack of transparency as working party meetings may be seen to be operating behind closed doors. <p>Mitigation: by listing all working party meetings and order papers on the NRC website.</p>
<ul style="list-style-type: none"> Improved efficiency by: <ol style="list-style-type: none"> Removing standing committees with no delegated authority Avoiding the 'double up' of issues being considered by a committee and again by full council. 	<ul style="list-style-type: none"> Increased material being discussed at full council meetings resulting in longer meetings. <p>Mitigation: council meetings extended to a full day once a month and council agenda items to be concise and decision focussed.</p>
<ul style="list-style-type: none"> A more even distribution of workload among councillors. 	<ul style="list-style-type: none"> Public perception of lack of stakeholder involvement as committees that previously had community representatives will no longer exist and the replacement working parties have no external membership. <p>Mitigation: Ensure stakeholders are provided the opportunity to input early into council decision making.</p>
<ul style="list-style-type: none"> Enhanced transparency with the public. 	<ul style="list-style-type: none"> Difficulty for councillors to keep abreast of a wide range of issues before they are presented to the full council for a decision. <p>Mitigation: Record of Actions from Working Parties to be included in monthly council agendas. Councillors can also access the agendas and records of actions via Dashboard.</p>
<ul style="list-style-type: none"> Avoiding relitigation of issues by members not involved in earlier committee discussions. 	<ul style="list-style-type: none"> Confusion as to whether a particular item of business should be address by a subcommittee, working party or the full council. <p>Mitigation: TOR developed to ensure all subcommittees and working parties operate consistently and that council has appropriate information to make quality decisions.</p>
<ul style="list-style-type: none"> The use of issue specific working parties to: 	<ul style="list-style-type: none"> Potential proliferation of working parties as they are seen as informal, and issue specific

<ul style="list-style-type: none"> a. Provide sufficient time and analysis of matters that is not available at full meetings of council. b. Do the 'groundwork' on issues and then provide a concise report to council. c. Allow in-depth discussion on issues without time or speaking restrictions or the need to comply with Standing Orders. d. Provide an informal setting for matters that require detailed technical information e. Reduces costs given working party meetings don't need to be formally advertised nor public agendas produced. f. Enable more informal discussions, with members able to question and probe a wide range of issues more freely 	<p>Mitigation: Ensure a review programme to ensure a good 'fit' with council business.</p>
<ul style="list-style-type: none"> • Reduced number of meetings 	
<ul style="list-style-type: none"> • Membership of subcommittees and working parties can reflect the particular skills and interests of various councillors. 	
<ul style="list-style-type: none"> • Enable staff to provide more detailed responses to questions and explore options 	

Terms of Reference – 2016-2019 Triennium

Natural Resources Working Party – Terms of Reference

Membership

The Natural Resources Working Party shall be comprised of three (5) councillors and one non-elected member as follows:

Chairperson:	Justin Blaikie
Members:	David Sinclair Rick Stolwerk Joce Yeoman A non-elected member from the TTMAC Working Party ¹
Ex-officio:	Bill Shepherd (full voting rights)

Standing orders do not apply.

Quorum

The quorum for meetings of the working party shall be three (ex-officio counts towards a quorum).

Objectives

The objectives of the working party are to:

- Provide oversight and assistance to the Chief Executive on council's natural resource management activities ensuring that accountabilities and responsibilities are fulfilled; and
- Make recommendations to council on natural resource management matters.

Responsibilities

The working party is directly responsible and accountable to the council for the exercise of its responsibilities. The Chairperson, supported by staff, will provide a brief written report of working party activities to each council meeting.

In carrying out its responsibilities, the working party must at all times recognise that primary responsibility for management of the council rests with the Chief Executive.

For reasons of efficiency and/or expediency, should the working party not be able to perform their functions, the council will assume their role and responsibilities.

Role and functions

The council authorises the working party, within the scope of its Terms of Reference, role and responsibilities, to:

1. General

- Subject to operating within approved budget allocation - obtain information it needs from the CEO and/or external party (subject to their legal obligation to protect information);

¹ At the 22 August 2017 council meeting, council endorsed TTMAC Working Party members Chetham, Norris, (plus one further nomination yet to be confirmed) as being associated with the Natural Resources Working Party, noting that only one member would attend any given meeting as the official representative of the TTMAC Working Party:

- Discuss any matters with the external auditor, or other external parties (subject) to confidentiality considerations);
- Request the attendance of any employee, subject to the Chief Executive's approval, at meetings of the working party or its working groups;
- In discussion with the CEO and subject to operating within approved budget allocation - obtain external legal or other professional advice, as considered necessary to meet its responsibilities, at the council's expense;
- Co-opt a person as a (non-voting) member of the working party to assist with special projects;
- Recommend to council that additional members be appointed to the working party should it consider wider representation would be of assistance in performing its functions;
- To regularly report progress on its functions to the council; and
- Undertake such other functions as may be delegated by council from time to time.
- To consult and seek input from other groups, as required, on specific resource management issues.

2. Natural Resource Management

- i) For council's monitoring, land, water, air, coastal marine area, biodiversity, river, natural hazards, flood management and marine management²activities:
 - Advise council on any significant legislative changes, programmes, plans or reports affecting these activities.
 - Advise and make recommendations to council (and relevant working parties or working groups) on operational and implementation matters.
 - Monitor and review progress towards council's objectives, the achievement of the performance targets and the delivery of work programmes in the relevant Long Term Plan, Annual Plan and operational strategies.
 - To coordinate with other agencies on matters concerning environmental management in Northland.
- ii) To be the governance entity for Waiora Northland Water, river liaison and catchment group working groups.
- iii) To oversee the administration of the Environment Fund.
- iv) Identify and workshop important and/or contentious matters with full council, as appropriate, to ensure buy-in prior to formal council consideration of plans.
- v) To review and recommend to council on such other functions as may be delegated from time to time.

3. No Delegated Authority – Power to Act

The working party has no delegated authority or power to act.

² Marine management encompasses Navigation, Water Transport and Maritime Safety Bylaws, harbour safety and oil spill response activities.

Terms of Reference – 2016-2019 Triennium

Audit and Finance Working Party

Membership

The Audit and Finance Working Party shall be comprised of three (3) councillors and one (1) independent member as follows:

Chairperson:	David Sinclair
Members:	Bill Shepherd Joce Yeoman Geoff Copstick (independent)

Standing orders do not apply.

Quorum

The quorum for meetings of the working party shall be three.

Objectives

The objectives of the working party are to:

- Provide oversight and assistance to the Chief Executive on council's internal and external audit activities, ensuring that accountabilities and responsibilities are fulfilled; and
- Make recommendations to council on audit matters.

Responsibilities

The working party is directly responsible and accountable to the council for the exercise of its responsibilities. The Chairperson, supported by staff, will provide a brief written report of working party activities to each council meeting.

In carrying out its responsibilities, the working party must at all times recognise that primary responsibility for management of the council rests with the Chief Executive.

For reasons of efficiency and/or expediency, should the working party not be able to perform their functions, the council will assume their role and responsibilities.

Role and functions

The council authorises the working party, within the scope of its Terms of Reference, role and responsibilities, to:

1. General

- a) Subject to operating within approved budget allocation - obtain information it needs from the CEO and/or external party (subject to their legal obligation to protect information);
- b) Discuss any matters with the external auditor, or other external parties (subject to confidentiality considerations);
- c) Request the attendance of any employee, subject to the Chief Executive's approval, at meetings of the working party or its working groups;
- d) In discussion with the CEO and subject to operating within approved budget allocation – obtain external legal or other professional advice, as considered necessary to meet its responsibilities, at the council's expense;

- e) Co-opt a person as a (non-voting) member of the working party to assist with special projects;
- f) To review council finances on a quarterly basis;
- g) Recommend to council that additional members be appointed to the working party should it consider wider representation would be of assistance in performing its functions;
- h) To regularly report progress on its functions to the council; and
- i) Undertake such other functions as may be delegated by council from time to time.

2. External audit

The working party's responsibilities are to:

- a) Act as a forum for communication between the Chief Executive, senior management, and internal and external auditors.
- b) Provide advice to the Chief Executive to negotiate fees with external auditors
- c) Review Audit Management Letter
- d) Review Audit Plan
- e) Review Independent Audit Reports
- f) Provide input and feedback on the financial statements and the audit coverage proposed by the external auditor, and provide feedback on the audit services provided.
- g) Review all external plans and reports for planned or completed audits and monitor management's implementation of audit recommendations.
- h) Oversee the co-ordination of audit programmes conducted by the external auditors and other review functions.
- i) Provide reports and advice to the council on action taken on significant issues raised in relevant external audit reports and good practice guides.

3. Reporting

The working party's responsibilities are to:

- a) Review and recommend to council the adoption of the Annual Report and Summary Annual Report, focusing particularly on:
 - i. Any changes in accounting policies and practices;
 - ii. Major judgemental areas;
 - iii. Significant adjustments resulting from audit;
 - iv. Compliance with financial reporting and other applicable standards;
 - v. Compliance with statutory requirements; and
 - vi. Other reports prepared by management for release to stakeholders, such as any summary financial reports.

1. No Delegated Authority – Power to Act

The working party has no delegated authority or power to act.

	January	February	March	April	May	June	July	August	September	October	November	December
Monday	1 Public Holiday											
Tuesday	2 Public Holiday											
Wednesday	3											
Thursday	4											
Friday	5											
Saturday	6											
Sunday	7											
Monday	8			2 Easter Monday								
Tuesday	9	6 Public Holiday		3 Council Workshop (NRC)								
Wednesday	10			4 RTC								
Thursday	11			5 TTMAC (H)								
Friday	12			6 TBC ILGACE								
Saturday	13			7								
Sunday	14			8								
Monday	15			9								
Tuesday	16			10 Council Workshop (NRC)								
Wednesday	17			11 Council Workshop (NRC)								
Thursday	18			12								
Friday	19			13 UNISA								
Saturday	20			14								
Sunday	21			15								
Monday	22			16								
Tuesday	23			17 RCEO								
Wednesday	24			18 CEEF								
Thursday	25			19								
Friday	26			20 TBC TOATB Meeting								
Saturday	27			21								
Sunday	28			22								
Monday	29			23 CEs Forum (FNDC)								
Tuesday	30			24 Council Meeting (NRC)								
Wednesday	31			25 ANZAC Day								
Thursday				26								
Friday				27								
Saturday				28								
Sunday				29								
Monday				30								
Tuesday				31								

LEGEND	
RCEO	Regional Chief Executive Officers' Group
CEEf	Chief Executives' Environment Forum
Nid 4ward Together Project Lead Team	Northland/Forward Together Project Lead Team
H & S WP	Health and Safety Working Party
UNISA	Upper North Island Strategic Alliance
ILGACE	Te Tai Tokerau Iwi and Local Government Authority Chief Executive Forum
Property SC	Property Sub Committee
CEs Forum	Chief Executives' Forum
TOATB Meeting	Te Oneroa a Tohe Board
Planning Working Party	Planning Working Party
AUDIT WP	Audit Working Party
Northland Strategic Planning Workshop	Northland/Forward Together Strategic Planning Workshop
SCHOOL HOLIDAYS	School Holidays
Investment	Investment Sub Committee
CDEM	Civil Defence Emergency Management Joint Committee
ZONE 1	LGNZ Zone 1
Pest Mngt WP	Pest Management Working Party
Nat Resource WP	Natural Resources Working Party
TTMAC	Te Tai Tokerau Maori Advisory Committee

TITLE: Resource Management Act 1991 Māori Provision:
Mana Whakahono a Rohe | Iwi Participation Arrangements

ID: A1008651

To: Council Meeting, 12 December 2017

From: Rachel Ropiha, Kaiarahi Kaupapa Māori, Specialist Advisor, Māori; and
Jonathan Gibbard, Group Manager Governance and Engagement

Date: 7 December 2017

Executive summary

This report considers councils obligations and options to respond to invitations to initiate Mana Whakahono a Rohe / Iwi Participation Arrangements under section 580 of the Resource Management Act 1991.

The report recommends the adoption of criteria to clarify who council will enter into a Mana Whakahono a Rohe / Iwi Participation Arrangement with and supports the Te Taitokerau Maori and Council Working Party investigating further options around hapū based agreements and to provide recommendations back to council.

Recommendations

1. That the report 'Resource Management Act 1991 Māori Provision: Mana Whakahono a Rohe | Iwi Participation Arrangements' by Rachel Ropiha, Kaiarahi Kaupapa Māori – Specialist Advisor Māori, and Jonathan Gibbard, Group Manager Governance and Engagement, and dated 7 December 2017, be received.
 2. That council adopt the Draft Criteria 'Initiating a Mana Whakahono a Rohe / Iwi Participation Arrangement' (as outlined in Attachment 1 pertaining to item 7.7 of the 12 December 2017 council agenda).
 3. That Iwi Authorities be confirmed as those listed on the Te Puni Kokiri website as at 12 December 2017 (as listed in Attachment 1).
 4. That council adopt a proactive approach to develop joint Mana Whakahono a Rohe with Iwi Authorities (and with hapū through Iwi Authorities).
 5. That council adopt a moratorium on progressing Mana Whakahono a Rohe directly with hapū.
 6. That council support Te Taitokerau Māori and Council Working Party to consider further the development of hapū based Mana Whakahono a Rohe and provide recommendations back to council on how to address the issues highlighted in this report.
-

Background:

Council has previously received presentations and advice on the recent changes to the Resource Management Act 1991 (RMA) regarding the participation of Māori in RMA planning processes which came into effect on 19 April 2017.

This paper addresses the specific mechanism of Mana Whakahono a Rohe / Iwi Participation Arrangements (MWR). The aim of MWR's is to provide a means for councils and iwi to come to agreement on ways for tangata whenua to participate in RMA decisions-making processes for plan development, including consultation and monitoring. They may also specify how the council is to consult or notify iwi on consent matters, where the RMA provides for consultation or notification (section 58R(4)a).

This new mechanism allows for an iwi authority to invite council to engage in good faith to develop a MWR with that authority. The RMA also provides that council may initiate a MWR with an iwi or hapū

On 22 September 2017 the council received an invitation from Patuharakeke Te Iwi Trust Board (PTB) to enter into a MWR. Council has 60 working days to respond to the request. In doing so, council must also advise any relevant iwi authorities and relevant local authorities that the invitation has been received, and convene a hui or meeting with the initiating iwi authority and relevant others who wish to participate in the development of a MWR. In this regard, council has until 15 December to respond to the request from PTB.

Prior to responding to PTB, council has sought information and clarification on what constituted an iwi authority so that it could put some clear processes in place to ensure transparency and consistency regarding the development of any MWR's.

As previously reported, the RMA definition of an iwi authority is vague and open to interpretation and therefore does not provide any real direction for council on what and who an iwi authority might be. In fact, based on the interpretation alone, any number of groups across the region could assert Iwi Authority status. Noting there are approximately 200 hapū in Taitokerau, this could cause a level of complexity, duplication, inconsistency and have significant implications on council resources.

What is more useful is section 35A(2)(a)(i) of the RMA which requires the Crown to provide local authorities with information as to the iwi authorities for each region and district. This places the onus of defining an iwi authority, for the purposes of the RMA, on the Crown. To achieve this the Crown, through Te Puni Kōkiri, established a national directory of iwi and Māori organisations called Te Kahui Māngai¹.

The directory provides information on iwi identified through the Māori Fisheries Act 2004 mandating process and those iwi and hapū that have begun the process of negotiating settlement of their historical Treaty of Waitangi claims. As documented by Te Puni Kōkiri, as the architects of the directory, it provides information on those organisations whose mandates to represent those iwi and hapū, have been recognised by the Crown, fulfilling the Crown's obligations with regards to section 35A(2) of the RMA². Te Kahui Māngai is therefore the authoritative source of information in this regard.

As noted, the criteria for defining an iwi authority was through recognition of mandate of iwi via the Māori Fisheries Act 2004 or Treaty settlement processes. However, this criteria has evolved and a further recognition for 'RMA purposes' is being used to also define an Iwi Authority. Therefore, the key criteria used by central government include:

- Māori Fisheries Act 2004
- Treaty settlement mandating process, and
- 'Recognition for the purposes of the RMA'.

¹ Information pertaining to Taitokerau can be found here <http://www.tkm.govt.nz/region/te-tai-tokerau/>

² <http://www.tpk.govt.nz/en/a-matou-kaupapa/crown-iwi-hapu-whanau-maori-relations/iwi-directory>

How this latter criterion is applied is unclear. Referring to the directory and the aforementioned criteria, we have nine mandated iwi through the Māori Fisheries process, five iwi authorities mandated through Treaty settlement arrangements and one hapū recognised as an iwi authority for RMA purposes. Unfortunately it is unclear how robust this latter process is and if it is applied consistently. Noting that one hapū has been recognised as an iwi authority while other hapū have not. However, the directory remains the most authoritative source of information.

Report

In order to provide surety for council and as previously discussed, it is advised that council develop a clear process and criteria to assist with responding to invitations to enter into a MWR. In designing a process and criteria it ensures council's position is clear to anyone who might seek to enter into a MWR, allows for a consistent approach and limits the potential for inefficiencies.

When considering criteria, it should follow the requirements of a MWR as prescribed in the RMA. However, to ensure clarity and consistency, it is further recommended, that council use precedent set through section 35A(2) of the RMA in order to clarify iwi authority status in the region. While this may lead to contention, this approach ensures the onus remains with the Crown to identify iwi authorities rather than council.

To this end, draft criteria (**Attachment 1**) are appended to assist council discussion. The draft criteria have been informed by a number of processes such as workshops, advice received and considering the current iwi Maori landscape of Taitokerau. It includes a table of requirements and a list of iwi and hapū who have been formally recognised as an iwi authority (referencing the Crown developed directory).

In considering the draft criteria council should be cognisant of the fact that there are a number of questions that remain unanswered. Specifically in discussions with Crown agencies we were unable to confirm the process for attaining Iwi Authorities status (as per s35A(2)) and identified on Te Kahui Mangai (TKM).

This remains an issue for councils across New Zealand with a number of councils finding themselves facing a list which has a real cross selection of entities who have been identified as an Iwi Authority via this process. As a result, Ministry for the Environment will be assessing how this list is derived and will be discussing this with Te Puni Kokiri with a view of streamlining and clarifying this process to ensure it is robust and consistently applied across the country.

Bearing this in mind, it is recommended that council enter into these agreements with Iwi identified for the purpose of the RMA as identified on the TKM website as at 12 December 2017.

It is also recommended that council place a moratorium over any MWR invitations received from hapū, and, any group that attains Iwi Authorities status via TKM until such time that central government provides greater clarity around the robustness of this process.

Considerations:

No.	Option	Advantages	Disadvantages
1	Adopt the draft criteria, establish a moratorium on hapū based MWR and support further investigations by TTMAC.	Clearly defines council position, providing a sound basis for determining who to develop a Mana Whakahono a Rohe with.	Council / hapū relationships may deteriorate as a result of council's decision as it will exclude hapū from entering into individual Mana Whakahono a Rohe agreement.
2	Decide on each invitation on a case by case basis	Retains flexibility for council and keeps the door open for hapū MWR and not adversely impact council hapū relationships.	Council is left open to a raft of requests. This could be time and resource exhaustive. Further, it will not provide consistency or a robust process to be followed.

Having considered all the information staff recommend Option 1.

It should be noted that if council adopts these criteria and the moratorium on MWR with hapū, then the current invitation from PTB would be declined as they have not been identified as an iwi authority for the purposes of the RMA.

1. Significance and Engagement

In relation to section 79 of the Local Government Act 2002, this decision is considered to be of low significance when assessed against council's significance and engagement policy. While this specific mechanism has not been consulted on prior to this, it is in line with current practice and provided for (relationships) in council's Long Term Plan and/or is part of council's day to day activities.

This does not mean that this matter is not of significance to tangata whenua as the item relates specifically to Māori and their participation in council planning, consenting and monitoring processes. However, council is able to make decisions relating to this matter without undertaking further consultation or engagement as it has already engaged on this topic with a number of groups.

2. Policy and Legislative Compliance

The decision will inform legislative compliance in regards to Māori participation as per section 580 of the Resource Management Act 1991 and builds on legislative obligations of the Local Government Act 2002.

Further Considerations

3. Community Views

Community views have not been sought in regards to this item as legislation provides clear direction to council to provide for Māori participation in Resource Management Act 1991 planning processes.

Community and Māori views have previously been sought with regards to council's mechanisms for engaging Māori as required under the Local Government and Resource Management Acts. Bearing this in mind, and that this item refers to legislative compliance no further consultation is required.

4. Māori Impact Statement

The topic of this item has been canvassed with council's Te Taitokerau Māori and Council Working Party (TTMAC) and through Iwi and Local Government Agencies Chief Executive Forum (ILGACE).

TTMAC non-elected members recommended that council should enter into MWR agreements with hapū. A number of hapū representatives indicated that they'd be interested to progress a joint hapū level MWR agreement.

While no specific feedback was provided on the attached criteria relating to the identification of iwi authorities, several iwi CEO's indicated an interest to progress discussions to establish a joint Mana Whakahono a Rohe. Staff will seek to progress this with respective iwi CEO's and report progress to council.

The implementation of a criteria for Mana Whakahono a Rohe will provide Māori groups with clarity as to council's approach to implementing section 590 of the Resource Management Act. It's further recommended that council request that TTMAC consider further the issues of progressing hapū based agreements (as identified in this report) and provide further advice to council on how to address these issues.

5. Financial Implications

Financial and resourcing implications are difficult to assess until council has a better understanding of what iwi wish to include in a MWR. At a high level though it's likely that additional financial and staff resources will be required for council to meet these new obligations. Financial and staff resourcing implications will however be less should council agree to only enter into MWR agreements with iwi authorities (as recommended in this report), rather than entering into agreements at both an iwi and hapū level.

Discussion with Ministry of the Environment staff, has highlighted that both central government and iwi are advocating for both a pilot project where agencies assist in the development of a MWR and a national pool of funding (to support iwi entering into these agreements). While the latter may take some time to implement, if in fact it gains support, there has been strong indication that at least one MWR process may be part funded by central government. Given that Iwi and agencies have pushed for the trial project to be conducted in Northland it would be valuable for council to add its support to this recommendation as well.

6. Implementation issues:

Implementation of these criteria may well have an impact on the district councils due to the over lapping nature of iwi rohe boundaries. Any decision council makes should be clearly articulated to district councils in Taitokerau.

Attachments:

- Attachment 1: Draft Criteria for Mana Whakahono a Rohe

Authorised by Group Manager:

Name: Jonathan Gibbard

Title: Group Manager Governance and Engagement

Date: 8 December 2018

Attachment 1

Draft criteria: Initiating a Mana Whakahono a Rohe / Iwi Participation Arrangements

No#	Criteria	Rationale	Status
1	The initiating party is identified on the Te Kahui Mangai list (on the Te Puni Kokiri website ³) of iwi authorities recognised for RMA purposes (as at 12 December 2017).	Crown's obligation under s35A(2)(a)(i)4 RMA to identify iwi authorities, which it does so via Te Kahui Mangai website. Invitations to council to initiate IPA are limited to iwi authorities (Section 58O(1) RMA).	Required
2	The initiating party confirms in writing that it has actively considered joining an existing IPA (if there is one).	A requirement of the IPA provisions (Section (s58P(2) RMA). Also promotes efficiency.	Required
3	The initiating iwi authority identifies the issues / problems the IPA would aim to address.	This would assist in identifying any other relevant interests / parties and whether an IPA is the best option.	Required
4	The initiating iwi authority identifies in writing: <ul style="list-style-type: none"> 1. The reasons why an existing IPA is not fit for purpose, and 2. The reasons why a new IPA is the preferred option. 	Not a requirement of the RMA but logical to request the reasons why an existing IPA is not fit for purpose.	Preferred
5	The initiating iwi authority identifies any relevant parties that may have an interest in joining / would be of benefit to the IPA.	Useful for council to know the initiating authority's views on potential for multiple party IPA / potential additional parties.	Preferred

³ <http://www.tkm.govt.nz/region/te-tai-tokerau/>

⁴ Under section 35A(2)(a)(i) RMA the Crown must provide to each local authority information on the iwi authorities within the region or district of that local authority

The following list notes the mandated iwi authorities for Taitokerau as identified through Te Kahui Mangai (on the Te Puni Kokiri website⁵).

Iwi Authority	Iwi Authority
Te Rūnanga o Ngāi Takoto	Ngati Kuri Trust Board
Te Rūnanganui o Te Aupōuri	Te Rūnanga-a-Iwi o Ngāti Kahu
Te Rūnanga o Te Rarawa	Te Rūnanga o Whaingaroa
Te Rūnanga-A-Iwi-o Ngāpuhi	Ngātiwai Trust Board
Te Rūnanga o Ngāti Whātua	Kahukuraariki Trust
Te Uri o Hau Settlement Trust	Te Roroa Whatu Ora Trust
Ngāti Manuhiri Settlement Trust	Ngāti Pūkenga Iwi ki Tauranga Trust (includes Ngāti Pūkenga settlement)
Te Rūnanga o Ngāti Hine	

⁵ <http://www.tkm.govt.nz/region/te-tai-tokerau/>