Māori seats for Auckland Council

Summary of feedback received during Auckland Council's public consultation from 21 August to 24 September 2023

Analysis by Auckland Insights | Democracy and Engagement

Māori seats for Auckland Council

Te take mō te pūrongo

Purpose of the report

This report summarises feedback received, during the public consultation period of 21 August to 24 September 2023, regarding whether Te Kaunihera o Tāmaki Makaurau/Auckland Council should introduce Māori seats for the 2025 local elections.

This report aims to capture key themes regarding the views and preferences of those that submitted feedback, rather than detail every point of feedback received. This report does not include any advice or recommendations for decision making.

Whakarāpopototanga matua

Executive summary

TOTAL SUBMISSIONS RECEIVED: 11,887

Auckland Council currently has a Governing Body made up of the mayor and 20 elected ward councillors from 13 ward areas. There are currently no Māori seats on the Governing Body. The Governing Body previously agreed in principle to establish a Māori ward, using the 'Parliamentary model', under the Local Electoral Act, subject to the set number of 20 councillors being removed, which has now occurred.

Governing Body agreed to consult Māori and the wider public to inform its decision on whether to introduce Māori seats for the 2025 elections. Feedback was sought on whether or not there was support for Māori seats for Auckland Council, and whether there was support for the 'Parliamentary model', or support for the Royal Commission model or another model, noting that these latter two would require legislative change.

Public consultation is not a referendum, and the results are not binding. Provided feedback received is given due consideration, the Governing Body is entitled to consider other factors. The weight given to the preference expressed by the majority of submitters in decision-making is also a matter for the Governing Body to consider.

Consultation activity included an online webinar, four sub-regional information drop-in sessions, and a marketing campaign rolled out across radio, social media and interviews. In addition, targeted community engagement aimed to increase awareness and opportunities to provide feedback with Pasifika, Asian and youth communities. Targeted engagement with the Māori community included four online workshops for mana whenua and mataawaka, targeted marketing, and two community events held at Papakura Marae and Hoani Waititi Marae, which were also open to non-Māori.

We received feedback via our online feedback form (9,841), hard copy feedback forms (1,024) and email (1,022). While attendees at in-person event provided feedback verbally, they also provided written feedback. As such, all feedback is included in the figures above.

Due to an incident resulting in the online submission platform closing one day early, the submission platform was opened for an additional day, and late submissions were accepted for an additional week. Late feedback is considered within this report.

In this report, we present feedback from individuals, organisations, and Māori entities separately.

We received feedback from 11,826 individuals, 44 organisations and 17 Māori entities.

The following is a high-level summary of the results from this consultation:

1. **Do you think Auckland Council should introduce Māori seats for the 2025 local elections?**

   Of the 11,732 **individual** responses, 68 per cent do not support introducing Māori seats for the 2025 local elections, 30 per cent did support it, and two per cent provided another response.

   Of the 40 **organisation** responses, 53 per cent do not support introducing Māori seats, 45 per cent did support it, and three per cent provided another response.

   Of the 15 **Māori entity** responses, 13 support introducing Māori seats, one does not support it, and one provided another response.

2. **If Auckland Council decides to introduce Māori seats, which model would you prefer?**

   Of the 10,280 **individual** responses, 25 per cent prefer the Parliamentary model (Māori wards), 18 per cent prefer the Royal Commission model, 25 per cent prefer a different model, and 32 per cent have no preference.

   Of the 37 **organisation** responses, 22 per cent prefer the Parliamentary model (Māori wards), 19 per cent prefer the Royal Commission model, 35 per cent prefer a different model, and 24 per cent have no preference.

   Of the 14 **Māori entity** responses, six prefer the Parliamentary model (Māori wards), six prefer the Royal Commission model, one prefers a different model, and one has no preference.

Data tables detailing responses per question by local board, for individuals and organisations can be found in **Attachment Two**.

Common themes in the responses to each question are covered in the body of the report. However, below are some general themes found across all questions.

- Those opposed to introducing Māori seats:
  - Were more likely to identify as European or Asian (72 per cent of European, and 75 per cent of Asian, did not support)
  - Were more likely to be 35 years or older (73 per cent did not support)
  - Commonly raised an opposition to race-based politics and/or that it was not a fair/democratic proposal
- Those in support of introducing Māori seats:
  - Were more likely to identify as Pasifika (84 percent support)
  - Were more likely to be less than 35 years old (65 per cent support)

    - Commonly felt Māori deserve proportionate representation in the decision-making processes and reflects/upholds commitments to Te Tiriti o Waitangi/the Treaty of Waitangi
- Submitters that identified as Māori were divided on the issue of introducing Māori seats, with roughly half in support (54 per cent) and half opposed (44 per cent).

Who we heard from

A detailed breakdown of providers of feedback that provided demographic information when submitting feedback is provided in **Attachment One**. Some key points to note include:

- Most feedback (57 percent) came from submitters between the ages of 45 and 74 years
    - Regarding youth participation, only eight per cent of feedback received was from submitters younger than 25 years
- Around two thirds (65 per cent) identified as a European ethnicity, 15 per cent identified as Pasifika, 13 per cent as Māori, and 12 per cent as Asian
- Submitters identifying as European were overrepresented compared to the Auckland population (54 per cent of the population), while submitters identifying as Asian were underrepresented relative to the population (28 per cent of the population).

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Horopaki

Context

Auckland Council currently has a Governing Body made up of the mayor and 20 elected ward councillors from 13 ward areas. There are currently no Māori seats on the Governing Body.

Governing Body previously agreed in principle to establish a Māori ward using the 'Parliamentary model' available under the Local Electoral Act, subject to the set number of 20 councillors being removed, which has now occurred.

Governing Body agreed to consult Māori and the wider public to inform its decision on whether to introduce Māori seats for the 2025 local elections. Feedback was sought on whether or not there was support for Māori seats for Auckland Council, and whether there was support for the 'Parliamentary model', or support for the Royal Commission model or another model, noting that these latter two would require legislative change.

Previously, Auckland Council faced two challenges in introducing Māori seats: a binding poll (referendum) could be held, and our Governing Body had a set number of councillors. Around Aotearoa/New Zealand there was evidence that polls overturned the councils' proposals, meaning they could not introduce Māori seats. The government removed the poll provision in March 2021. Auckland Council is the only council in New Zealand with a set number of 20 councillors for the Governing Body.

With the two previous challenges either removed or being removed, the Governing Body wanted to hear from Aucklanders via this public consultation before deciding.

Public consultation is not a referendum, and the results are not binding. Provided feedback received is given due consideration, the Governing Body is entitled to consider other factors. The weight given to the preference expressed by the majority of submitters in decision-making is also a matter for the Governing Body to consider.

The Local Government Act 2002 imposes statutory requirements as to consultation and decision-making on local authorities. Governing Body must give consideration to the views and preferences of persons likely to be affected or have an interest in this matter, and also take into account obligations to Māori. For these reasons a separate stream of consultation was undertaken with Māori.

Consultation activity included an online webinar, four sub-regional information drop-in sessions, and a marketing campaign rolled out across radio, social media and interviews. In addition, targeted community engagement aimed to increase awareness and opportunities to provide feedback with Pasifika, Asian and youth communities. Targeted engagement with the Māori community included four online workshops for mana whenua and mataawaka, targeted marketing, and two community events held at Papakura Marae and Hoani Waititi Marae, which were also open to non-Māori.

Further specific analysis of feedback from Māori individuals, mana whenua and mataawaka, including an overview of the historical context to Māori seats, will be reported separately to support Governing Body decision-making on this issue.

Urupare

Feedback

The following breakdown of feedback received summarises 'top line' responses, followed by common themes identified.

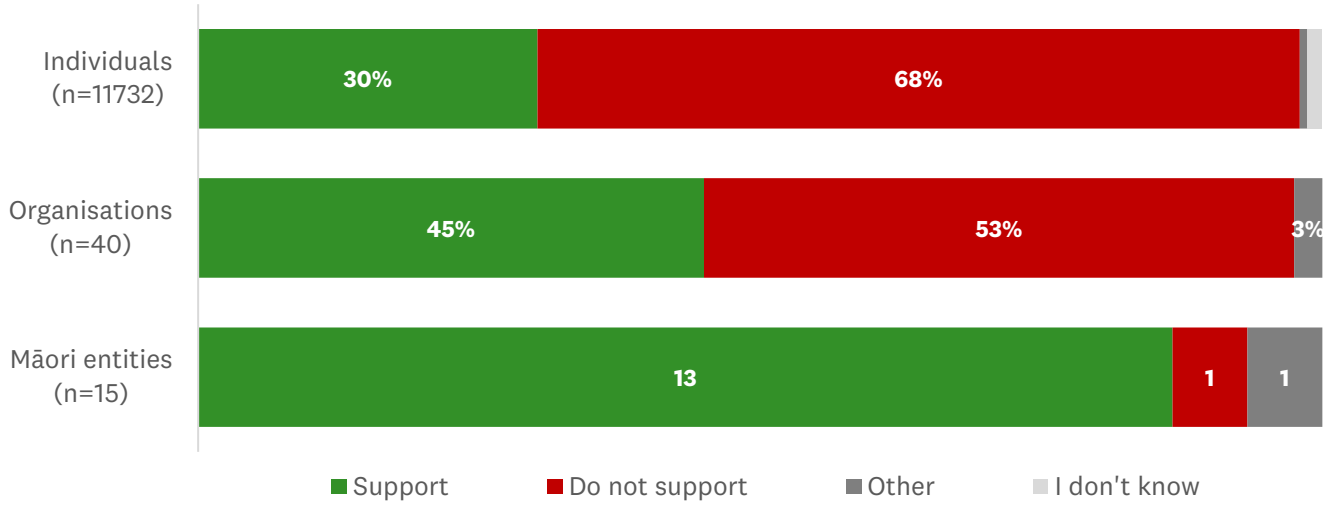
In this report, we present feedback from individuals, organisations, and Māori entities separately.

Feedback received from organisations are counted as a single piece of feedback, as with individuals, though we note they often represent the views of larger specialist and/or interest groups. They may also represent private businesses.

To begin each section, each question is stated as it was presented on our online and hard copy feedback forms.

1.0 Do you think Auckland Council should introduce Māori seats for the 2025 local elections?

People were asked to select one of the following response options (n=11,785)



Response	Individuals	Organisations	Māori entities
Support	3,542	18	13
Do not support	7,955	21	1
Other	80	1	1
I don't know	155	0	0
TOTAL	**11,732**	**40**	**15**

Overall, submitters identifying as Pasifika were very supportive (84 per cent) of introducing Māori seats. In contrast, European and Asian submitters were strongly opposed (72 per cent of European did not support, 75 per cent of Asian did not support), while Māori submitters were relatively split (54 per cent supported, 44 per cent did not support).

Individuals

Of the 7,955 individuals (68 per cent) that **do not support** introducing Māori seats, the most common themes were:



Oppose race-based politics

Everyone should have an equal opportunity to be elected to the council, regardless of their race. This includes opposition to any form of racial discrimination, including special treatment for or against any ethnic group.

(4,866 comments)

68%



Not the most democratic / fair system

People oppose the introduction of Māori seats because they believe the *current model* is the most democratic, fairest and most inclusive way to ensure that the council represents all Aucklanders.

(3,589 comments)

50%

Other common themes included:

- Some people believe that Māori are already adequately represented on the council through the Independent Māori Statutory Board and through the democratic election process (691 comments)
- Want the principle of 'one person, one vote' upheld – believing the introduction of Māori seats would contradict that (501 comments).

Of the 3,542 individuals (30 per cent) that **support** introducing Māori seats, the most common themes were:



Proportionate Māori representation

Māori have a right to be represented in the decision-making processes, and Māori seats are the best way to ensure they have a voice on the council. Some believe it would improve overall decision-making.

(1,934 comments)

64%



Te Tiriti o Waitangi commitments

Māori seats are necessary to meet New Zealand's obligations under the Treaty of Waitangi. Some argue it is a way to uphold the principle of partnership and co-governance between Māori and the Crown, and to ensure that Māori have a voice in decision-making processes.

(917 comments)

30%

Of the 235 submitters (two per cent) who provided **another response**, the most common themes were:

- Support a democratic and fair system (56 comments)
- Oppose race-based politics (34 comments)

- Querying process elements, such as how seats would be included or appointed, or what would happen to the IMSB (28 comments).

Organisations

Of the 21 organisations (53 per cent) that **do not support** introducing Māori seats, the most common themes were:

- Oppose race-based politics (13 comments)
- Not the most democratic / fair system (11 comments).

Of the 18 organisations (45 per cent) that **support** introducing Māori seats, the most common themes included:

- Proportionate Maori representation (12 comments)
- Te Tiriti o Waitangi commitments (5 comments).

One organisation provided **another response**. As such, no common themes can be determined.

Māori entities

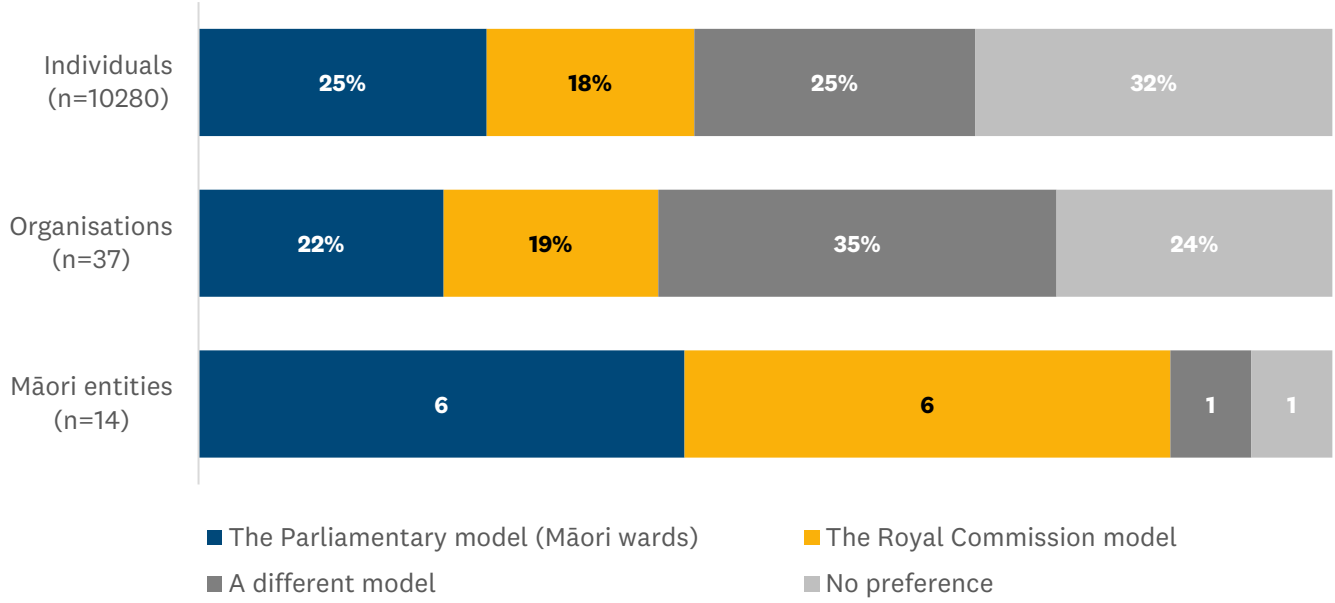
Of the 13 Māori entities (87 per cent) that **support** introducing Māori seats, the most common themes were:

- Proportionate Maori representation (12 comments)
- Te Tiriti o Waitangi commitments (4 comments).

One Māori entity (7 per cent) **did not support** the proposal, and one Māori entity (7 per cent) provided **another response**.

2.0 If Auckland Council decides to introduce Māori seats, which model would you prefer?

People were asked to select one of the following response options (n=10,330)



Response	Individuals	Organisations	Māori Entities
The Parliamentary model (Māori wards)	2,612	8	6
The Royal Commission model	1,883	7	6
A different model	2,545	13	1
No preference	3,240	9	1
TOTAL	**10,280**	**37**	**14**

Individuals

Of the 2,612 individuals (25 per cent) that prefer the **Parliamentary model** (Māori wards) if we introduce Māori seats, the common themes raised were:

The most democratic / fair system

People believe the Parliamentary model is the most democratic and fairest way to ensure that the council represents all Aucklanders.

(1,033 comments)

59%

Easiest to implement

The Parliamentary model would be the cost-effective and easiest to implement, as it does not require any legislative changes, new infrastructure or additional administrative costs.

(307 comments)

18%

Of the 1,883 individuals (18 per cent) that prefer the **Royal Commission model** if we introduce Māori seats, the common themes raised were:



Provides the best balance of representation

The Royal Commission model is a good balance between elected and mana whenua representation. That is, Māori people will have a say in who represents them, while also ensuring that mana whenua have a voice on council.

(760 comments)

57%



General support

People generally support the Royal Commission model without providing any clear reason or explanation as to why they choose this model.

(348 comments)

26%

Of the 2,545 individuals (25 per cent) that prefer a **different model** if we introduce Māori seats, the common themes raised were:



Oppose Māori seats outright

(826 comments)

39%



The most democratic / fair system

People believe the another model, or current model, would be the most democratic and fairest way to ensure the council approriately represents Aucklanders.

(687 comments)

32%



Oppose race-based politics

Everyone should have an equal opportunity to be elected to the council, regardless of their race. This includes opposition to any form of racial discrimination, including special treatment for or against any ethnic group.

(579 comments)

27%

Of the 3,240 submitters (32 per cent) who selected **no preference**, the most common themes were:



Oppose Māori seats outright

(966 comments)

53%



Oppose race-based politics

Everyone should have an equal opportunity to be elected to the council, regardless of their race. This includes opposition to any form of racial discrimination, including special treatment for or against any ethnic group.

(409 comments)

22%

The most democratic / fair system

Some raised the importance of democracy, and argued that any new model should be fair and transparent. Others argued that the proposed models do not provide Māori with fair / adequate representation.

12%

(217 comments)

Organisations

Of the eight organisations (22 per cent) that prefer the **Parliamentary model** (Māori wards) if we introduce Māori seats, the common theme raised was:

- Easiest to implement (3 comments).

Of the six organisations (19 per cent) that prefer the **Royal Commission model** if we introduce Māori seats, the common theme raised was:

- Provides the best balance of representation (5 comments)
- Te Tiriti o Waitangi commitments (3 comments).

Of the 13 organisations (35 per cent) that prefer a **different model** if we introduce Māori seats, the common themes raised were:

- Oppose Māori seats outright (4 comments)
- Want the principle of 'one person, one vote' upheld – believing the introduction of Māori seats would contradict that (4 comments)
- Oppose race-based politics (3 comments)
- The most democratic / fair system (3 comments).

Of the nine organisations (24 per cent) who selected **no preference**, the most common themes were:

- Oppose race-based politics (2 comments)
- Expressed general dissatisfaction with council (2 comments).

Māori entities

Of the six Māori entities (43 per cent) that prefer the **Parliamentary model** (Māori wards) if we introduce Māori seats, the common themes raised were:

- Provides the best balance of representation (6 comments)
- The most democratic / fair system (6 comments)
- Prefer to have the Royal Commission model as the final model but, of the available options, choose the Parliamentary model (Māori wards) since the Royal Commission model requires legislation change to implement (6 comments).

Of the six Māori entities (43 per cent) that prefer the **Royal Commission model** if we introduce Māori seats, the common theme raised was:

- Provides the best balance of representation (3 comments).

Two Māori entities (14 per cent) provided **another response**.

3.0 Is there anything else you would like the mayor and councillors to consider when making this decision?

People were asked to provide comments in an open question (n=6,257)

Most comments reiterated points raised in previous questions, most notably opposing race-based politics and wanting a democratic / fair system.

There were no other common themes raised.

Ngā tāpirihanga

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ATTACHMENT ONE: Who we heard from

Feedback was received via:

- Our online feedback form (9,841)
- Our hard copy feedback form (1,024)
- Email (1,022)

The information below shows demographic information as provided by submitters. Not all submitters responded to each question, so totals for each table do not match the total number of submissions.

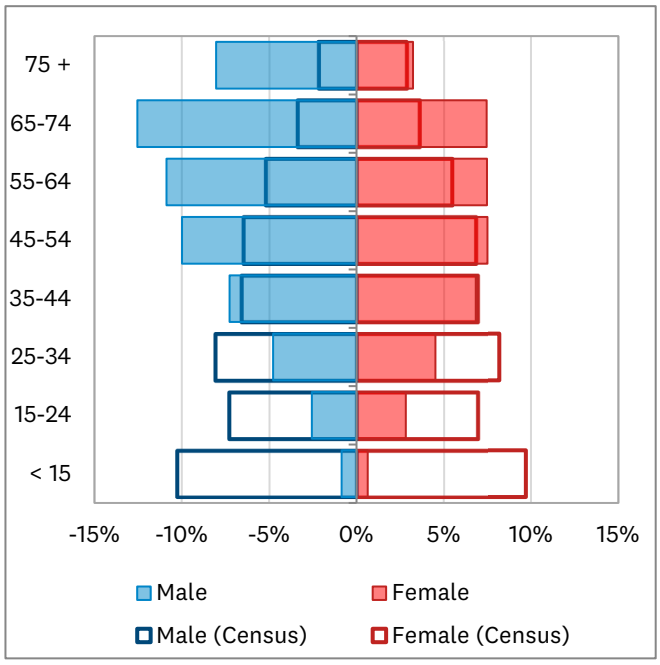
RESPONSES

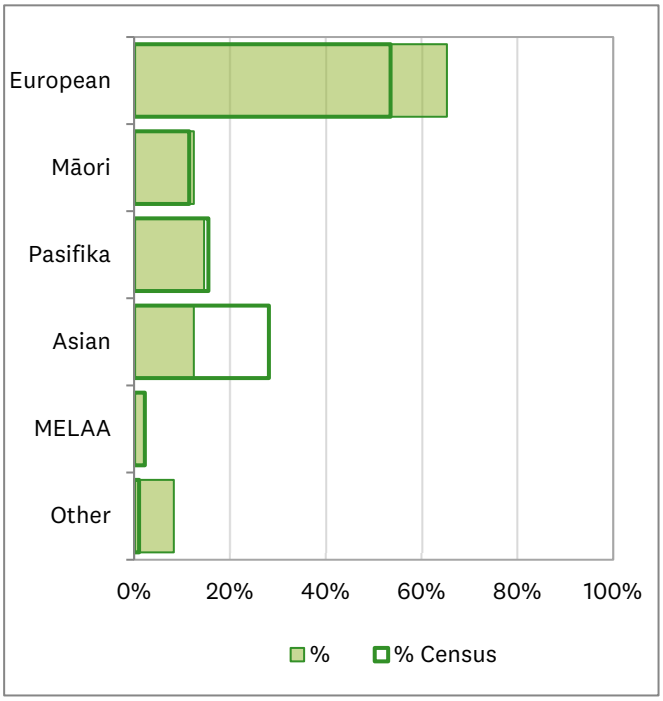
GENDER	#	%
Male	6,377	58%
Female	4,560	41%
Another gender	75	1%
Total	**11,012**	**100%**

AGE	Male	Female	Other	Total	%
< 15	93	71	0	170	2%
15 – 24	279	310	15	626	6%
25 – 34	523	496	29	1,074	10%
35 – 44	796	749	12	1,594	15%
45 – 54	1,094	822	7	1,959	18%
55 – 64	1,192	819	7	2,065	19%
65 – 74	1,374	817	4	2,216	20%
75 +	880	355	1	1,255	11%
Total submitters providing data				**10,959**	**100%**

ETHNICITY	#	%
European	**6,983**	**65%**
Pākehā/NZ European	5,969	56%
Other European	1,014	9%
Māori	**1,407**	**13%**
Pacific	**1,565**	**15%**
Samoan	1,026	10%
Cook Islands Māori	209	2%
Tongan	204	2%
Other Pasifika	126	1%
Asian	**1,336**	**12%**
Chinese	757	7%
Southeast Asian	167	2%
Korean	40	0%
Indian	331	3%
Other Asian	41	0%
Middle Eastern/Latin American/ African	**245**	**2%**
Other (incl. Kiwi/New Zealander)	**890**	**8%**
Total submitters providing data	**10,693**	**NA***

COMPARISON TO CENSUS





* Note: will add to more than 100 per cent as submitters could identify with more than one ethnicity

The table below indicates the total number of submissions received by the local board that submitters live in.

RESIDENT LOCAL BOARD	INDIVIDUALS	ORGANISATIONS	MĀORI ENTITIES
Albert-Eden	859	5	1
Aotea/Great Barrier	39	0	0
Devonport-Takapuna	613	2	0
Franklin	671	0	0
Henderson-Massey	671	4	1
Hibiscus and Bays	837	2	1
Howick	897	2	0
Kaipātiki	424	2	0
Māngere-Ōtāhuhu	540	5	3
Manurewa	375	2	0
Maungakiekie-Tāmaki	576	2	0
Ōrākei	932	1	1
Ōtara-Papatoetoe	444	0	0
Papakura	315	1	0
Puketāpapa	140	0	0
Rodney	809	1	1
Upper Harbour	419	0	0
Waiheke	102	1	0
Waitākere Ranges	367	0	0
Waitematā	568	1	1
Whau	348	0	0
Other (Not supplied or outside Auckland)	880	13	8

ATTACHMENT TWO: Local Board breakdowns

1.0 Do you think Auckland Council should introduce Māori seats for the 2025 local elections?

Feedback from **individuals** by local board

Local Board	Total responses	Support	Do not support	Other	I don't know
Albert-Eden	856	303	542	1	10
Aotea/Great Barrier	38	9	28	1	0
Devonport-Takapuna	612	87	506	6	13
Franklin	670	124	536	5	5
Henderson-Massey	669	270	391	0	8
Hibiscus and Bays	832	99	722	6	5
Howick	892	153	715	3	21
Kaipātiki	424	129	293	1	1
Māngere-Ōtāhuhu	539	387	143	1	8
Manurewa	375	218	142	2	13
Maungakiekie-Tāmaki	570	196	365	4	5
Ōrākei	928	157	753	10	8
Ōtara-Papatoetoe	442	373	63	1	5
Papakura	314	98	212	1	3
Puketāpapa	140	47	89	1	3
Rodney	808	107	692	7	2
Upper Harbour	417	70	339	6	2
Waiheke	101	28	71	2	0
Waitākere Ranges	366	161	199	3	3
Waitematā	566	192	362	8	4
Whau	346	184	154	4	4

Note - this table only includes feedback where the local board of residence is known.

Feedback from **organisations** by local board

Local Board	Total responses	Support	Do not support	Other	I don't know
Albert-Eden	5	2	3	0	0
Aotea/Great Barrier	0	0	0	0	0
Devonport-Takapuna	2	0	1	1	0
Franklin	0	0	0	0	0
Henderson-Massey	4	3	1	0	0
Hibiscus and Bays	2	1	1	0	0
Howick	2	0	2	0	0
Kaipātiki	2	0	2	0	0
Māngere-Ōtāhuhu	5	4	1	0	0
Manurewa	2	2	0	0	0
Maungakiekie-Tāmaki	2	0	2	0	0
Ōrākei	1	0	1	0	0
Ōtara-Papatoetoe	0	0	0	0	0
Papakura	1	0	1	0	0
Puketāpapa	0	0	0	0	0
Rodney	1	1	0	0	0
Upper Harbour	0	0	0	0	0
Waiheke	1	1	0	0	0
Waitākere Ranges	0	0	0	0	0
Waitematā	1	0	1	0	0
Whau	0	0	0	0	0

Note - this table only includes feedback where the local board of residence is known.

Feedback from **Māori Entities** by local board

Local Board	Total responses	Support	Do not support	Other	I don't know
Albert-Eden	1	1	0	0	0
Aotea/Great Barrier	0	0	0	0	0
Devonport-Takapuna	0	0	0	0	0
Franklin	0	0	0	0	0
Henderson-Massey	1	1	0	0	0
Hibiscus and Bays	1	1	0	0	0
Howick	0	0	0	0	0
Kaipātiki	0	0	0	0	0
Māngere-Ōtāhuhu	3	3	0	0	0
Manurewa	0	0	0	0	0
Maungakiekie-Tāmaki	0	0	0	0	0
Ōrākei	1	0	0	1	0
Ōtara-Papatoetoe	0	0	0	0	0
Papakura	0	0	0	0	0
Puketāpapa	0	0	0	0	0
Rodney	0	0	0	0	0
Upper Harbour	0	0	0	0	0
Waiheke	0	0	0	0	0
Waitākere Ranges	0	0	0	0	0
Waitematā	1	0	1	0	0
Whau	0	0	0	0	0

Note - this table only includes feedback where the local board of residence is known.

2.0 If Auckland Council decides to introduce Māori seats, which model would you prefer?

Feedback from **individuals** by local board

Local Board	Total responses	The Parliamentary model (Māori wards)	The Royal Commission model	A different model	No preference
Albert-Eden	772	199	143	169	261
Aotea/Great Barrier	33	6	7	13	7
Devonport-Takapuna	518	113	58	162	185
Franklin	566	133	78	182	173
Henderson-Massey	620	148	107	112	253
Hibiscus and Bays	690	148	79	235	228
Howick	751	167	95	204	285
Kaipātiki	383	95	66	95	127
Māngere-Ōtāhuhu	517	182	175	42	118
Manurewa	361	95	118	67	81
Maungakiekie-Tāmaki	511	148	107	118	138
Ōrākei	773	196	110	233	234
Ōtara-Papatoetoe	426	159	173	27	67
Papakura	273	73	43	71	86
Puketāpapa	129	44	25	23	37
Rodney	698	153	98	225	222
Upper Harbour	374	100	37	97	140
Waiheke	90	23	14	22	31
Waitākere Ranges	333	78	74	84	97
Waitematā	502	138	107	118	139
Whau	320	100	92	54	74

Note - this table only includes feedback where the local board of residence is known.

Feedback from **organisations** by local board

Local Board	Total responses	The Parliamentary model (Māori wards)	The Royal Commission model	A different model	No preference
Albert-Eden	5	3	1	1	0
Aotea/Great Barrier	0	0	0	0	0
Devonport-Takapuna	2	0	0	2	0
Franklin	0	0	0	0	0
Henderson-Massey	4	2	0	1	1
Hibiscus and Bays	2	0	0	2	0
Howick	2	0	0	0	2
Kaipātiki	2	0	0	1	1
Māngere-Ōtāhuhu	5	0	1	1	3
Manurewa	2	1	0	0	1
Maungakiekie-Tāmaki	2	0	0	2	0
Ōrākei	1	1	0	0	0
Ōtara-Papatoetoe	0	0	0	0	0
Papakura	1	0	0	1	0
Puketāpapa	0	0	0	0	0
Rodney	1	0	1	0	0
Upper Harbour	0	0	0	0	0
Waiheke	1	0	1	0	0
Waitākere Ranges	0	0	0	0	0
Waitematā	1	0	0	0	1
Whau	0	0	0	0	0

Note - this table only includes feedback where the local board of residence is known.

Feedback from **Māori Entities** by local board

Local Board	Total responses	The Parliamentary model (Māori wards)	The Royal Commission model	A different model	No preference
Albert-Eden	1	1	0	0	0
Aotea/Great Barrier	0	0	0	0	0
Devonport-Takapuna	0	0	0	0	0
Franklin	0	0	0	0	0
Henderson-Massey	1	0	1	0	0
Hibiscus and Bays	1	0	1	0	0
Howick	0	0	0	0	0
Kaipātiki	0	0	0	0	0
Māngere-Ōtāhuhu	3	0	3	0	0
Manurewa	0	0	0	0	0
Maungakiekie-Tāmaki	0	0	0	0	0
Ōrākei	1	0	0	0	1
Ōtara-Papatoetoe	0	0	0	0	0
Papakura	0	0	0	0	0
Puketāpapa	0	0	0	0	0
Rodney	0	0	0	0	0
Upper Harbour	0	0	0	0	0
Waiheke	0	0	0	0	0
Waitākere Ranges	0	0	0	0	0
Waitematā	1	0	0	1	0
Whau	0	0	0	0	0

Note - this table only includes feedback where the local board of residence is known.