

Royal Commission on Auckland Governance

Te Komihana a te Karauna mo te Mana Whakahaere o Tamaki-makau-rau

SUBMISSION FORM

PLEASE COMPLETE YOUR DETAILS BELOW:

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Submission No:
Date Received:
Name/organisation details

ORGANISATION: ANALYTICA

ANALYTICA is an association of independent consultants. There are nine members covering a very wide variety of disciplines and professional experience, including engineering, marketing, economics, strategic planning, organisational development, human resources, senior management, diplomacy, foreign affairs and trade, as well as local government. They have lived and worked in a wide variety of countries and cultures including: the UK, USA, Australia, the Philippines, Indonesia, Malaysia, Thailand, France, Germany, Kazakhstan, China, India and the Pacific Islands.

All members of ANALYTICA now live in New Zealand and are long term residents of Auckland City, Manukau City, and North Shore City and so have a direct interest in the future of the conurbation.

The members of ANALYTICA who support this submission are:

MEMBER (Suburb)	KEY EXPERTISE	EXPERIENCE AND QUALIFICATIONS
Martin Ough Dealy (Manukau City)	Professional Engineer and Consultant	Wide experience as international management consultant and industrial engineer in Mexico, Indonesia, Malaysia, United Kingdom, New Zealand amongst others. Clients have included Asian Development Bank, United Nations and World Bank, local authorities in NZ and overseas. Previous employers have included HM Government UK, W.D Scott and Co, Deloitte Touche Tomatsu. B.Sc (Eng –Mechanical) Honours, p.t.s.c., FIPENZ, M. I Mech E. C. Eng.
David Edwards (North Shore City)	Management Consultant and Director	Experienced management consultant, gained from working with Deloitte and predecessor firms both within NZ and Internationally. Includes directing a global consulting business out of New York and managing national practices both in Australia and NZ. His roles have included being an Executive and Non-Executive Director, and are currently a

		member of the Public Trust Board and a Trustee of an Auckland based charitable trust providing community services.
Timothy Hannah (Auckland City)	Diplomat and Entrepreneur	Former Executive Director of APEC Secretariat, NZ Ambassador to UN, CD, GATT, High commissioner to Malaysia, Singapore, PNG, interim executive director of Auckland Philharmonia, member of Auckland War Memorial museum. MA (Econ)
Eileen Henderson (Auckland City)	Human Resource Development and Management Consultant	Extensive background in Industrial and Organisational Psychology and general HR consulting. Clients mostly in NZ and Australia and across all industries. MSc (Hons).
Janne Pender (Auckland City)	Human Resource Development and Management Consultant	Consults to profit and non-profit organisations including school Boards of Trustees, on a wide range of HR areas, organisation development, strategic planning, facilitation and mentoring
John Pearce (Auckland City)	Independent Consultant and Entrepreneur	Engineer and Company manager. B.E. (Mech) Operations and General Management in Steel, Panel products, and sawmilling industry. Consulting experience in management and decision analysis.
Laurie Slee (Manukau City)	Economist and Management Consultant	Very experienced international consultant whose clients include The World Bank, The Asian Development Bank and various United Nations Agencies and other International Development Agencies. He has worked in a variety of countries as well as in New Zealand where he was employed for a significant time in local government.
Gregory Strong (Auckland City)	Marketing and Management Consultant	An experienced professional marketing specialist and business growth strategist operating in the highly competitive services, business to business and retail sectors Experience includes contract positions in Australia, New Zealand, the Pacific Islands and South Asia. Greg holds a Masters of Business Administration degree and is a member of MENSA NZ.
Robert Swales (Manukau City)	Professional Director and Business Advisor	Consults to and assists Commercial, NGO and Public Sector Organisations on Strategic Planning, Business Models, Organisational Design, and Governance processes

ANALYTICA is chaired by Mrs Janne Pender.

Our responses to the Commission's questions in the format are shown in blue ink.

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Hearings

[We wish to be heard in support of our submission](#)

If you have indicated that wish to be heard in support of your submission, please indicate where you would prefer to attend a hearing (please mark only one box):

[Auckland City](#)

Royal Commission on Auckland Governance

Te Komihana a te Karauna mo te Mana Whakahaere o Tamaki-makau-rau

1. Summary

We are not satisfied with the present governance of Auckland.

We unanimously advocate a comprehensive restructuring to eliminate excessive representation, reduce bureaucracy and waste, and free the region from the inadequacies of the present political arrangements.

A new vision is essential as a focus for Greater Auckland. The present structure negates clear and powerful leadership. The perspective of Auckland citizens is parochial. Complicated local government structures and processes stifle progress to a better future.

We recommend changes to achieve three essentials:

1. Strong leadership directly elected by the region as a whole that is capable of effectively making the changes needed for the improvement and continued development of Auckland to be the best it can be;
2. Simple political arrangements that ensure participative democracy responsive to the wishes of the majority yet capable of responding to local issues as well as representing Auckland interests at the national level; and
3. A lean bureaucratic organisation that implements the policies and directions of the elected politicians and that is cost effective in the administration of regional resources

ANALYTICA appreciates the opportunity to present its views to the Commission. The restructuring of Auckland is a complicated, expensive and immensely challenging task. It will be essential that the solutions finally selected by the Commission be suitable and effective for the long term, the next twenty years at least. We do not pretend to have all the answers but hope that our offering will assist the Commission.

Part I – Short Form Response

Your feedback is sought on the following two questions. Alternatively you are invited, if you have time, to complete Part II – Long Form Response.

Are you happy with the form of local government in Auckland?

2. Preamble

For the purposes of this submission we use the word “Auckland” as defining the region including the Auckland Regional Council, the five present cities and the two rural districts of Franklin and Rodney. We have chosen to use the short and long formats requested by the Commission so as to provide a comprehensive response.

3. The Role of Local Government in Auckland

As context to our comments, we consider there are three overarching roles for regional and local government in Auckland:

1. To provide the infrastructure and related services, in their broadest sense, for the present and future citizens of Auckland. The key requirement is to provide these in an efficient and effective manner, with considerable foresight and in appropriate consultation with citizens, to provide the necessary foundations for an effective and vibrant city.
2. To provide leadership, co-ordination and advocacy, to facilitate very strong economic and social development in Auckland, and thereby the rest of the country. The key requirement is to fully realize the potential of Auckland, ensuring it is a very attractive international and regional city, in which its citizens live, work and play.
3. To provide effective regional government that consists of the minimum bureaucracies required. It will establish priorities, and allocate limited resources. Specifically it will decide what should be done or not done to avoid waste.

4. What is Wrong? Where are the Important Opportunities?

The following are some of the many things that we see as wrong in Auckland or that provide important opportunities for improvement:

- The multiple city and district council structure has failed to deliver coherent, cost effective services.
- It fails to adequately influence government in the best Auckland and national interest. The largest urban population in New Zealand lacks political clout at national level
- Citizens see local government as wasteful, interfering, irresponsible, and inefficient.
- Citizens feel disempowered. Community Boards are seen as ineffective and of little consequence. Complex consultation processes seem to be insincere, irrelevant and ineffectual as a vehicle by which citizen influence may be achieved.

- Endemic inter-agency conflicts and political fighting about issues that are at best on the margins of what is fundamental to the regions development waste energy and achieve little that is worthwhile.
- Urban areas continue to sprawl. Lip service is paid to the environmental consequences and problems.
- The differing needs of urban and rural communities are inadequately catered for. The concept of Auckland needs defining to achieve a better focus on the different needs and character of these communities.
- Currently Greater Auckland includes large tracts of rural land (e.g. in Rodney) and many small communities that cannot be developed or governed as if they are part of a large, essentially urban city.
- Poor local body management and customer service attitudes with a focus on process, and little regard for outcomes.
- Local politicians and the present political structure encourage parochial thinking with limited vision.
- Local Govt Act encourages local thinking.
- Citizens think “local”, and don’t identify with “Greater Auckland”.
- No single focus – there is no “Heart” for Greater Auckland.
- Social diversity is growing. Ghettos are now established. There is a reduced sense of safety.
- Incoherent public transport, congestion, underinvestment in appropriate infrastructure, uncoordinated planning has produced a quite inadequate public transport situation.
- A proliferation of complicated and expensive rating systems to pay for the various layers of present local government and systems for charging for specific services such as water supply

Citizens are faced with high rates, poor public transport, unhelpful bureaucracies, and inability to influence these to improve.

We elaborate further on some of these points below.

5. Auckland is a Vital Part of New Zealand But Is At A Crossroads.

In the widest sense, Auckland, as the biggest city in New Zealand, is one of the most vital parts of the nation. It is a critical economic engine room. It is culturally the most diverse and it is the largest national centre for education, commerce, manufacturing and tourism. Auckland contributes more than any other part of the country in taxation, and so contributes to the benefit of all New Zealanders. It is better known internationally than any other New Zealand city and is increasingly an important hub for the Pacific.

Yet Auckland suffers from a number of acute problems, not least of which is the way it is governed. The problems result in poor productivity that lags the country rather than leads it. Auckland is yet to establish itself in a sustainable way as a major hub in the Pacific, able to compete effectively with other cities such as Sydney, Melbourne, Brisbane, San Francisco, Los Angeles, and Vancouver. Indeed, today Auckland struggles to be the leading city in NZ, let alone compete internationally.

Auckland cannot be allowed to drift further into declining mediocrity, of no major consequence as a modern city and an example of missed opportunities. This is not acceptable either to the citizens of Greater Auckland or the country as a whole.

Auckland must be the city state that leads the country.

To achieve this, there is a need to first provide a picture of where we want Auckland to be in 10 to 20 years time. A description of what it will look like will be a key reference point for determining the changes in political and organisational structure needed to achieve that vision. The need is to aim high and to achieve recognition as a vibrant and progressive, modern city of international stature and as the hub city for the South Pacific.

The aim must be to for Auckland to become the best possible.

Auckland must also develop an “enabling environment” with “can do” attitudes. A simpler political and organisational structure, with better focus on the strategic and long term needs of the region with skilled, motivated and well managed staff are critical components for success.

6. The Present Structure Negates Clear and Powerful Leadership

Restructuring cannot be achieved without strong leadership with the charisma and talent to energize and motivate the people and the agencies of local government. However, strong leadership will get nowhere without a suitable governing structure that gives the community leaders the power to act.

Auckland currently has no clear leadership or “voice”. The Auckland City Mayor is but one of eight local leaders. Each Council chief has no effective power base beyond the present boundaries of “their “city or district. At present Auckland simply cannot play its appropriate role or realize its potential for the resident population or for the New Zealand nation as a whole.

7. Auckland Does Not Have a Clear Identity

Most local citizens see themselves as belonging to their local community. People of Takapuna or Howick, or Otara mostly see themselves as citizens of those places, not as citizens of Auckland. Yet others see themselves as being part of Manukau City or North Shore City.

These views are compounded by Auckland not being perceived as having a “centre”.

These persistent “local views” lead to duplicated bureaucracy, fighting over resources and waste.

Auckland as a name for our city currently means different things to different people. Many identify the name as referring only to Auckland City. For others the name refers to the Auckland region as a whole including Manukau, North Shore etc as entities within it. For yet others, especially those overseas, it is seen as representing the biggest population “centre” in New Zealand without recognizing the separate constituent cities. In fact names like Manukau, Waitakere have little or no meaning for most people overseas.

8. Complicated Local Government Structure Stifles Progress to a Better Future

The present structure is too complicated, unwieldy unrepresentative and unresponsive. The resultant bureaucracies perpetuate rivalries, different standards, differing (often conflicting) priorities and plans, plus ineffective and inefficient use of resources.

9. Local Citizens elect their local representatives on an often nebulous and meaningless basis.

There is much apathy about and disinterest in local government. Citizens lack information to make informed choices when electing their representatives. Citizens in day-to-day interactions are faced with complex, unhelpful bureaucracies. Citizens feel disenfranchised.

If not, what changes would you like to see?

10. A New Vision is Essential as a Focus for Greater Auckland

If the perspective of local citizens is to change they must be able to see themselves as stakeholders in a new vision for Auckland. Our vision for a Greater Auckland includes the realization of many specific opportunities and ideas to establish Greater Auckland as a vibrant, vital, modern metropolis. We have summarised our views below. It is far from complete but can serve as a starting point. The new structure of local government for Greater Auckland will be designed to achieve these outcomes:

- A regional economy that is transforming itself, achieving high productivity growth and much stronger overall economic growth, comparable with competing cities. Providing leadership for NZ and playing a key role in the Pacific;
- Greater social cohesion: greater participation in tertiary education, reduced discrimination particularly in employment, no ghettos, positive framework for community participation and service provision. Reduced violence and crime, and improved levels of personal safety;
- An integrated public transport system benefiting all of Greater Auckland, managed and developed as a single coherent entity covering all modes of transport;
- Comprehensive redevelopment of the Auckland waterfront and other significant existing facilities and sites, providing world-class facilities for the arts, theatre, sport, and other recreational uses;
- Security of supply for energy and water are assured, with encouragement of alternative sources and efficient use. Waste disposal and pollution management practices are consistently up to date, use the best proven technologies and are appropriate for the protection and sustenance of a healthy environment;
- Costs are comparable with other cities, with whom Auckland competes regionally and globally;
- Continued strong growth in medium to high density housing around villages that are developed as important transport nodes, to effectively eliminate urban sprawl;
- Harmonised, consistent planning and standard setting but also implementation and maintenance suited to the Auckland environment, developed with the appropriate participation of the electorate. Implementation and maintenance will be transparent with feedback actively sought, encouraged and acted on. Less bureaucracy and greater accountability at all levels;
- Use of best practice and where appropriate innovative means of funding, including roles for the private sector and more central Government assistance. Partnerships that attract industry and events;
- Citizens proud to call Auckland home, identifying with the Greater Auckland, but particularly seeing a "centre" that is attractive and active, something to be part of, to experience and use. Residents will be optimistic about the city and its future, confident that progress is occurring at the community level and throughout Greater Auckland and

- comfortable in having the opportunity to have a say in a number of different forums, appropriate to the topic; and
- o Local government that provides a structure for community groups of all shapes and sizes, and to enable special activities to celebrate culture, sport or the arts.

11. A Simpler Government Structure

A simple, lean local government structure is essential to the achievement of our vision of for Greater Auckland.

To ensure the empowerment of the local citizens and effective local influence on the decisions that matter, a new structure will consist of no more than two levels of representation and governance. The top level (Greater Auckland Authority) will deal with region wide issues and a local level (Local Community Councils) will enable advocacy, governance and appropriate decision making on matters of local concern.

We advocate the merging of all of the present 5 cities, 2 rural District Councils and the Auckland Regional Council (ARC) into one entity that we call the **Greater Auckland Authority (GAA)**. The GAA will be headed by a single, separately elected **Mayor** with considerable standing, powers and authority. The GAA itself will consist of the elected Chairs of the **Local Community Councils (LCC)**.

The LCC's will replace the current Local Community Boards and the LCC members will be elected by their electorates to represent specific wards within the electorate. Each community will separately elect a Chair for the LCC to represent them at the GAA.

The head of the LCC will not be seen as a Mayor of the community. Rather, the LCC Chair acts as the Member representing the local interests in the GAA "regional parliament". Each such Chair will have a powerful voice in the Authority and will be charged to act effectively for the local community they have been elected to represent. Each Chair will of course work with and be guided and supported by the other elected members of their LCC. The prime role of the Chair and the LCC's is not one of delivery but the best decision making for the total GAA and their local community. This includes effective advocacy and representation of each community, within the constraints and needs for the greater good of the overall region.

Thus we see each citizen in the region having three votes at election time. The first will be for the selection of the Mayor of Auckland, the second to choose a Chair for the Local Community Council and the third to choose someone to represent their ward on the local LCC.

The present term of three years is too short in our view. We see that all representatives (local ward councillors, LCC Chairs and the Mayor) will be elected for a term of four years and that no one can be elected to serve more than two consecutive terms of office.

The bureaucracies of the seven current bodies plus that of the ARC should be amalgamated and restructured to suit the needs of the GAA and to support it through a single Chief Executive Officer. This will lead to substantial savings, improved productivity and better cohesion and cost effectiveness.

More detailed ideas for the new arrangements we advocate are presented later in this submission.

The new GAA must be seen as far more than providing the traditional services very efficiently in the region. We see a Greater Auckland Authority that is vitally concerned about all aspects of economic and social development for the whole of the Auckland region. This doesn't mean that they have to take over activities and functions currently performed by others, including central government, but we see the GAA, and particularly the Mayor, being very active in these areas, through both advocacy and co-ordination, getting a sharp focus and ensuring consistency and progress for the ongoing betterment of Auckland as a whole. The degree of emphasis we place on these aspects we believe is new and much needed. It is this, together with very efficient services, that we believe will make the difference for Auckland and ensure it becomes a great city.

12. Strong, Effective and Capable Leadership is Essential

It follows that strong leadership with the powers to take effective action is essential to take Auckland forward. The reorganized structure will allow the identification and choice of a single leader by a separate democratic election with the power to act. The leader will be supported (and where essential, constrained) by separately elected community representatives (the Chairs of each LCC) in a Greater Auckland Authority.

Fundamental to the renewal and progressive development of Auckland is a strong leader who has the support of the majority in the whole electorate. Such a leader will take up a new position as the Mayor of Greater Auckland, and be the only mayor in the new political structure.

13. A Change of Perception and Effective Citizen Influence

A change is needed in the “mind set” of local citizens and the promotion of a new perspective to see themselves as part of a “Greater Auckland”. Citizens need to be persuaded to think globally about their metropolis as the vehicle for developing the common good through a “Greater Auckland”. Yet citizens should retain their sense of belonging to their local community and the ability to influence both local and regional decisions through their locally elected representatives.

14. Focus on Achievement through Effective Reorganisation

To capture local imagination and make it easy to adopt a new perspective, there needs to be a few imaginative, but global, “flagship” projects that will clearly be for the betterment of a Greater Auckland. The nature of such projects must be inspirational, such that a strong leader will use as a vehicle for drawing the people together in support of something they can see as being for the common good and thus a powerful facilitator of change.

One project will be the comprehensive and integrated public transport system that incorporates all appropriate modes (i.e. road, rail (conventional and mono), air, sea (including ferry). Achieving this will benefit all citizens of Greater Auckland.

There is no question that the harbour front is an opportunity for development as the heart of a Greater Auckland. Again, a single Greater Auckland Authority will be better able to marshal the resources to achieve this.

15. Adopt a New Identity as “Greater Auckland”

There is a pressing need to adopt a name for the region that will provide the identity for the conurbation as a city. **Greater Auckland** seems most appropriate provided that the boundaries of the present region are changed to exclude the rural areas of Franklin and Rodney Districts. Such a re-alignment will define the urban boundaries and enable better focus in planning and the appropriate use of resources. It will also make it easier to eliminate the continued sprawl. The Maori equivalent of the name will be *Tamaki-makau-rau*

16. Representatives to be Elected on the Basis of Meaningful Policies and Accountability to their Electorate

There will be a statutory requirement that local representatives actually reside in the electorate they are elected to represent. Thus, representatives elected for each ward in the LCC must reside in the ward to ensure there is no conflict of interest and that the ward is represented by one of their own people. Similarly a Chair must be a resident within the Council electorate. The Mayor will come from any part of Greater Auckland, as long as they genuinely reside in the region.

Candidates for the LCC will be encouraged to campaign for the implementation of specific policies/standards/services they propose to support at the Greater Auckland level as well as specific projects, infrastructure improvements, campaigns designed to meet purely local needs.

The electorate will hold their representatives accountable on the extent to which they have achieved at both the Greater Auckland level and locally what they were elected for. Such a change should have a number of benefits:

- Candidates for election will no longer want to seek election on the basis of a nebulous personal CV that has little or no relevance to the specific needs and aspirations of the local community. They will seek to campaign on the basis of specific projects, policies and goals that they will set out to achieve during their term;
- Local elections will be more meaningful as candidates will be competing on their proposals for meeting the local needs with subsequent accountability for results. That will help to reduce present voter apathy and revitalize the democratic process.

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Part II – Long Form Response

The issues discussed in Part Two of the Commission's Call for Submissions document are set out below. The Call for Submissions document contains supplementary questions on each issue which you might like to answer. You are not restricted to our issues/questions. You may address any issues relevant to the terms of reference.

Overview

Issue 1:

What kind of local government arrangements will help Auckland become a successful world-class city?

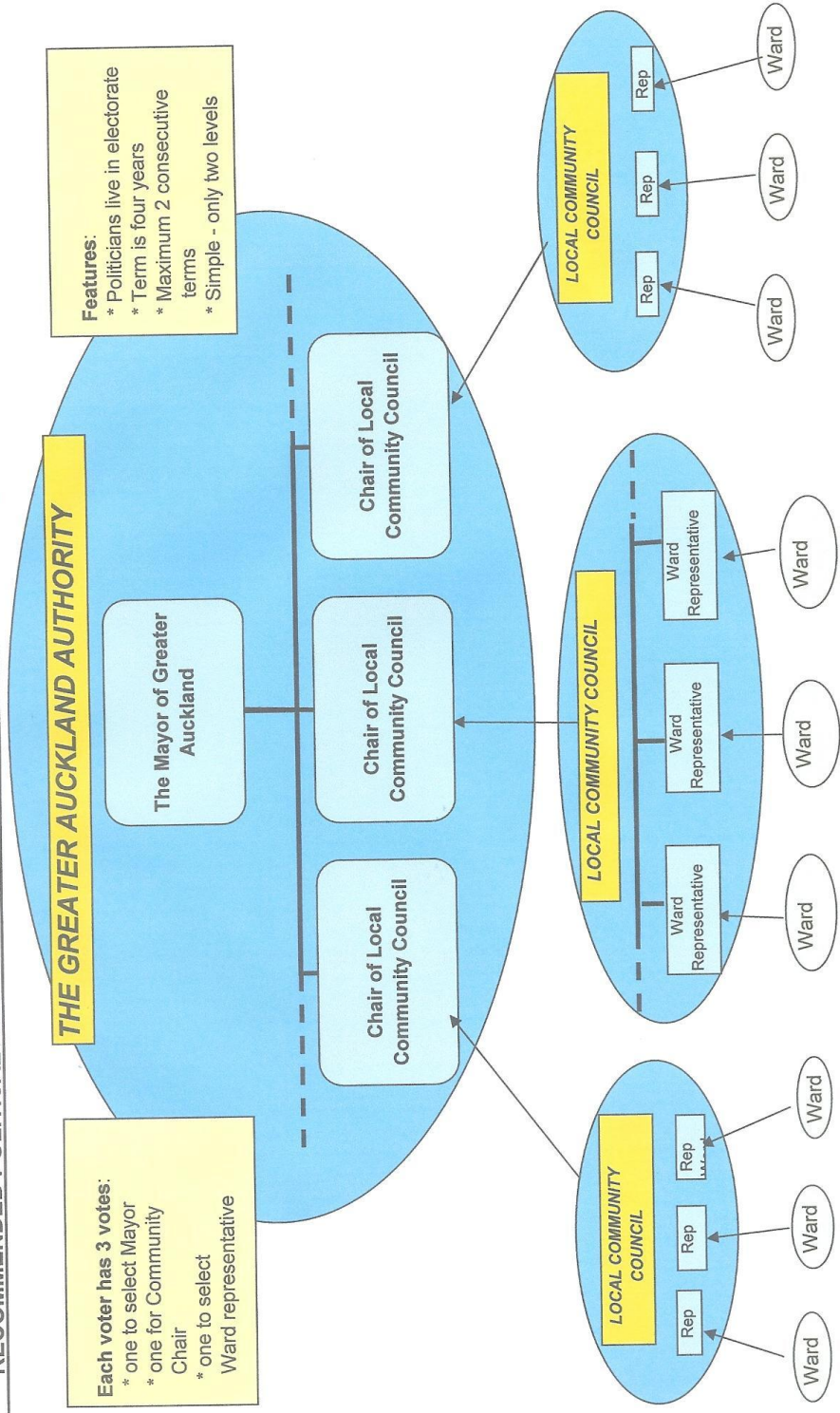
The following points summarize and elaborate on the structure outlined in the previous section.

- The **Mayor of Greater Auckland** (The Mayor) will be elected under separate polling arrangements every four years. An extended term of four rather than the present three years is recommended to allow sufficient time for The Mayor and other elected people to effectively achieve their mandate for change and progress. The Mayor will have statutory powers that should enable the driving through, by passing, and/or avoiding the political and bureaucratic constraints that cause present day blockages to progress.
- Greater Auckland will be defined as including **all** the areas, resources, facilities, businesses, property, infrastructure etc. currently encompassed by the present five cities plus the Auckland Regional Council and only those parts of Franklin and Rodney Districts that are currently urban in nature.
- The Mayor will work with and through a **Greater Auckland Authority** (GAA) made up of the elected representatives of up to 30 **Local Community Councils** (LCC). These representatives will be elected through a separate poll by the local community electorate as the local leader of each LCC (Chair) and as their representative on the GAA (see below).
- The Local Community Councils will each consist of elected representatives who, like the Mayor and Chairs will be chosen for four year terms through a separate poll, but at same time as that for the Mayor of Greater Auckland. The number of members on each Local Community Council will be small and determined by the number of wards within the defined boundaries of each community. A representative would be chosen for each ward by the electorate within the ward.
- At election time each citizen in the region will have three votes. The first will be for the selection of the Mayor of Auckland, the second to choose a Chair for the Local Community Council and the third to choose someone to represent their ward on the local LCC. Thus every

voter will have a direct influence on who represents them at each level of the local government and those elected can be held directly accountable to the electorate as a consequence.

- The Local Community Councils will be defined to reflect as closely as practical and sensible, the present structure of Local Community Boards in Auckland, but to ensure that local residents can still identify with and easily access their local council. Examples include the Howick Community Council, the Otara Community Council, the Takapuna Community Council etc. There are 30 Local Community Boards at present and we see that most if not all of these will be converted to become LCCs, so making the number of members of the GAA about 30, i.e. the Chair of each LCC plus the Mayor.
- To avoid conflicts of interest, candidates for election as Local Council Representatives will only be eligible for election to a particular council if they reside permanently within the defined boundaries of the ward they want to represent. The prime responsibility of local representatives will be for the common good of Greater Auckland, but taking into account the desires, concerns and aspirations of the people they have been elected by. Local representatives will be accountable to their local electorate. Similarly the Chair elected to lead a LCC must reside in the community electorate they represent. The Mayor must reside somewhere in the Greater Auckland Region.
- The Mayor of Greater Auckland will have comprehensive powers to influence the budget, initiate and lead key flagship projects, co-opt and spend money and resources. This will enable the Mayor to drive through those schemes that were promoted and the individual was elected to achieve. However, the Mayor will be constrained by having to gain sufficient support and cooperation from the elected representatives on the GAA primarily through the conventional instruments of debate and persuasion. The Mayor will have the power to over ride the representatives but will be subject to their power of veto. The GAA veto will only be effective if 75% of the representatives vote for it. A further restraint on the Mayor will be fact that he or she will face the electorate every four years and will be limited (like all the other elected representatives) to no more than two consecutive terms in office.
- The GAA will manage and control all resources of Greater Auckland, taking over all that is currently under the jurisdiction of the five cities and the urban parts of the two district councils as well as those of the ARC. The five cities and the Auckland Regional Council (ARC) will be abolished and the two rural councils restructured to manage just those rural parts of their present areas. The present bureaucracies of the five cities, two district councils and the ARC will be amalgamated, rationalized and restructured to provide a single entity to support the Greater Auckland Authority and the administration/ management of all assets and resources.
- All funding will be organised and controlled only by the GAA, i.e. regionally. The only exception, and it should be minor, is where there is some supplementation done locally for a declared local project (e.g. refurbishment of a local theatre). In these instances funding and resource allocation will only be done through a vehicle such as a trust (see below) that will also ensure ongoing maintenance.
- Each Local Community Council will have powers to create a local trust for the management and administration of resources allocated by the GAA for resolution of issues of local interest and concern, and where there is some supplementation done locally.

RECOMMENDED POLITICAL AND ORGANISATIONAL OUTLINE FOR GOVERNANCE OF GREATER AUCKLAND



Features:

- * Politicians live in electorate
- * Term is four years
- * Maximum 2 consecutive terms
- * Simple - only two levels

Each voter has 3 votes:

- * one to select Mayor
- * one for Community Chair
- * one to select Ward representative

Regional decision making

Issue 2:

What decisions should be made and implemented at a regional level? By what body or bodies or processes should these decisions be made?

We advocate the following as the basis of a revised local government structure for Greater Auckland and for the way decisions will be made.

The Mayor supported by the GAA and through the restructured single bureaucracy will make all key decisions regarding the direction, development, operations, planning, standards, performance, budgeting and administration and use of all resources, infrastructure and assets of Greater Auckland.

The only exception will be where the Local Community Council has declared a particular issue or project to be of local interest and concern, and where such a declaration is ratified by the GAA. A simple vote in favour will suffice. Once the GAA has agreed it will then be legally bound to provide the resources required by the LCC to complete the local project and/or satisfy the local interest. The GAA will not have a further say in such projects once the GAA has declared them as such. The decision making and oversight of the declared local community project are then the responsibility of the LCC. That is, once the project has been declared and the resources allocated, the LCC will have the responsibility for directing and overseeing it through to a conclusion without interference from the GAA or its bureaucracy. The LCC will be answerable to its own citizens and to the GAA for the use of those resources and the project outcomes. A local Community Council Trust can be set up for the accounting of funds, particularly where the GAA funds are supplemented locally.

The LCC will not have any bureaucracy or resources or infrastructure of its own to carry out its declared projects, but will use those allocated for the purpose by the GAA. The resources allocated will include management and/or technical resources (e.g. a project engineer). The allocated project management will then report to the Local Community Council for the duration of the project and is responsible to the LCC for its outcome. Once the GAA has agreed (i.e. declared) it to be a local project it can not interfere or influence its execution other than through the officials allocated to it ensuring that the standards common to the whole of Greater Auckland (and promulgated as such by the GAA) are complied with.

The GAA will require a regional delivery structure. However, there will need to be very clear protocols about the interaction of these offices with the LCC. For example, interaction with the local group will be essential during the development phase of a local project and indeed during implementation. But with the understanding that the projects will comply with all the minimum building codes, standards, accounting and reporting adopted and promulgated for regional application by the GAA. The LCC will be guided and advised to ensure this by the resource personnel allocated by the GAA to the LCC for the duration of the project. Final decisions concerning those aspects of regional concern are with the GAA, but the LCC will have decision authority over the variations and specific aspects of local interest (see below).

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Local decision making

Issue 3:

What decisions should be made and implemented at a local level? By what body or bodies or processes should these decisions be made?

The Local Community Council will be the means by which decisions of local interest and concern will be made. It will also be the means by which decisions taken at the Greater Auckland level can be initiated and influenced. But we see these as being made directly by the LCC only for those special projects and activities that the GAA has agreed and “declared” to be of local interest and responsibility. The LCC has to apply for such projects to be declared as such and it has to apply for the resources to be allocated by the GAA. The resources allocated are from those available to the GAA and may be either in terms of funds or actual material resources, labour and technical and/or management skills. The LCC will not have any resources other than those allocated to it by the GAA and then only for specified projects or ongoing office, administration back up.

Other than the above, all decisions affecting the local level will be in principle taken by the GAA itself or through its bureaucratic structure charged with the implementation of policies, standards, operating procedures etc consistently across the whole of its jurisdiction.

For example, the GAA in compliance with national minimum standards set by central Government will lay down minimum standards for construction of buildings and these will be applied across all Greater Auckland as the minimum acceptable to the Authority. However, it maybe the Howick residents want to have bus shelters of a design and colour that reflects the special character of Howick as a village. So The Howick Community Council will apply to the GAA asking for the erection of specially designed bus shelters to be declared as a Project of Local Interest.

In doing so the Howick Community Council draws up the specification, the resource requirements in detail and requires the allocation of these from GAA resources. GAA includes the allocation of a project manager who then is answerable directly to the Howick LC for the implementation of the bus shelters. These will be built of course in accordance with the minimum standards required by the GAA but incorporate the special design features required by the Howick LC to satisfy the local needs.

Another example of a declared project could be the provision of a new public facility such as a park and facility for public events that is too small and parochial to be of consequence in the context of Greater Auckland, but is seen as a specific need in a local area such as Manurewa. Again the principle could be applied and the Manurewa Community Council, having representatives on it that campaigned for it in the majority, will apply for the project to be declared as of local interest. In this case they could apply for the resources needed for the initial design phase and later for the subsequent implementation phases. The project staff allocated for the project by the GAA will report and be answerable to the Manurewa Community Council throughout all phases. But the

design of the park will be done so as to satisfy the minimum standard requirements laid down for all such parks in the Greater Auckland region by the GAA, but incorporate specific features and character required to satisfy the local requirements. Once completed, the new park will then become just another asset to be maintained and managed by the Greater Auckland Authority.

Thus for “declared” Projects, the LCC will bear the responsibility for the use of the allocated resources to the GAA but also be held accountable to its electorate for the final outcome. Local Councillors can campaign for election on the basis not only for their support of policies and projects of regional interest, but also for the provision of specific infrastructure or facilities required within their own electorate.

Coordination

Issue 4:

To what extent should individual local councils follow consistent practices? How do we ensure that decisions made at national, regional, and local government levels are consistent with each other, and that they lead in the same direction?

The first step is to eliminate excessive local government. NZ has a small population, and national and regional levels proposed will be adequate for the Auckland region, if good communication with citizens via Local Community Councils is established.

The key to ensuring consistency in policy, practice and procedure will be in setting up the single Greater Auckland Authority as the sole arbiter of the minimum requirements for compliance. Only the Greater Auckland Authority will have sole discretion in the use of all its resources, assets, facilities etc and these will be directed to ensure compliance with the standards the Authority sets.

It will be in the sole discretion of the GAA through its bureaucracy to decide the use of any of its resources. It will be able to delegate resources for local projects to the Local Community Councils as explained above. It will then let the LCC’s manage these local projects through to completion as already described.

The proposed single bureaucracy under the direction and control of the GAA will be the means by which the minimum standards laid down by the GAA are complied with. It will be for the GAA to lay down its requirements for ensuring that national policies promulgated by Central Government are to be consistently complied with through out its jurisdiction.

Accountability

Issue 5:

How do we ensure that whatever form of local government is adopted remains properly accountable to the people of Auckland?

A single overarching local body as the proposed Greater Auckland Authority will simplify the process of making both the politicians and the bureaucracy accountable to the people of Auckland.

Thus, for the local **Politicians**

- The Mayor will be separately elected and so directly accountable to the electorate every four years. There will be a limit on the number of terms for which a Mayor can be re-elected. We suggest that the maximum will be no more than 2 consecutive terms each of four years.
- The Mayor is also held accountable through the Local Community Council Representatives (Chairs) selected to serve on the Greater Auckland Authority. As described above they will have veto powers but limited to give the Mayor sufficient power to act effectively.
- The Local Community Council leaders (Chairs) will be separately selected by the Local Community Council electorate and so can be held accountable at each election and through the conventional operations of a local authority during the term of office (e.g. monthly meetings of the Council)
- Local Council Community Representatives elected to represent each ward in an LCC, will be accountable to their own electorate at the end of the four year term. Local citizens can also hold their representatives to account during the term of office through established democratic and procedural processes.

For the national politicians, the existence of a single Auckland representative body will increase the influence of Auckland on central government decisions, and bring pressures to reduce unnecessary legislation which imposes costs on ratepayers.

And for the **Bureaucrats:**

- They will be held accountable through the single bureaucratic structure under a Chief Executive by the Greater Auckland Authority and especially the Mayor.
- They will also be held accountable for compliance with the legal processes and allied aspects governing them as state employees and servants of local government.

Royal Commission on Auckland Governance

Te Komihana a te Karauna mo te Mana Whakahaere o Tamaki-makau-rau

Do you have any other comments on Auckland's decision-making structures?

Please write a brief summary of the key points in your submission:

Summary

We are not satisfied with the present governance of Auckland.

We unanimously advocate a comprehensive restructuring to eliminate excessive representation, reduce bureaucracy and waste, and free the region from the inadequacies of the present political arrangements.

A new vision is essential as a focus for Greater Auckland. The present structure negates clear and powerful leadership. The perspective of Auckland citizens is parochial. Complicated local government structures and processes stifle progress to a better future.

We recommend changes to achieve three essentials:

4. Strong leadership directly elected by the region as a whole that is capable of effectively making the changes needed for the improvement and continued development of Auckland to be the best it can be;
5. Simple political arrangements that ensure participative democracy responsive to the wishes of the majority yet capable of responding to local issues as well as representing Auckland interests at the national level; and
6. A lean bureaucratic organisation that implements the policies and directions of the elected politicians and that is cost effective in the administration of regional resources

ANALYTICA appreciates the opportunity to present its views to the Commission. The restructuring of Auckland is a complicated, expensive and immensely challenging task. It will be essential that the solutions finally selected by the Commission be suitable and effective for the long term, the next twenty years at least. We do not pretend to have all the answers but hope that our offering will assist the Commission

Completed submissions:

Please return your completed submission form to the Commission, to be received no later than 4 p.m. on 22 April 2008. Submissions may be returned by clicking “submit” when using the online version, or by posting to

FreePost No. 215482

Submissions Administrator

Royal Commission on Auckland Governance

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Auckland Mail Centre

Auckland 1142

Note: Six hard copies should be provided for all mailed submissions over 10 pages in length.

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