



**Te Arotake i te Anamata  
mō Ngā Kaunihera**  
Review into the Future for  
Local Government

04 February 2022

# Council Roadshow Information Pack

For consultation – not government policy



## Contents

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3

### **Introduction**

- Online roadshow: purpose and suggested format

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6

### **Sharing our thinking**

- Why local government?
- Key shifts

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16

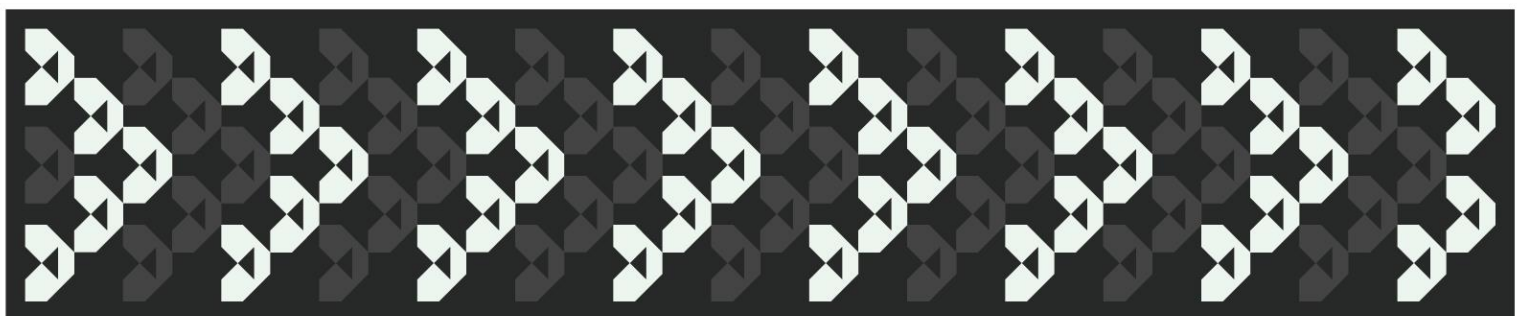
### **Resources**

- The Three Horizons Framework
  - Further reading
-



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# Introduction



## Online roadshow: purpose and suggested format

This information pack expands on the topics we introduce in our recorded video presentation available [here](#).

This written information will give you a deeper dive into the questions from the Review and provide an opportunity for councils to understand our current thinking as we move towards the draft report. It will help you prepare for your session with us in March or April 2022.

### Purpose of the session

The purpose of the session is for us to hear *your* views about the five key shifts that we believe local government will need to make.

The shifts, which are detailed below, are:

1. Strengthened Local Democracy
2. Stronger Focus on Wellbeing
3. Authentic Relationship with Hapū/Iwi/Māori
4. Genuine Partnership between Central Government and Local Government
5. More Equitable Funding

We are interested in understanding your thoughts and ideas about what will be needed to make these shifts over time. We would like to know how your local context might influence the shifts, and to hear about or read any case studies or experience you have.

### Suggested format

Our meeting with you is for two hours. You may wish to discuss all these shifts, or to focus on just one or two to allow a deeper conversation. It's up to you. This is not a one-size-fits-all approach; you can set an agenda that meets your needs.

Item	Time	Description
Introductions	10 minutes	Quick round-the-room introductions
Feedback from Council	60 minutes	An opportunity for your Council to lead the conversation
Q&A on feedback	40 minutes	A conversation between the Panel and your Council to ask further questions of each other
Close	10 minutes	A reflection on what's been heard and next steps

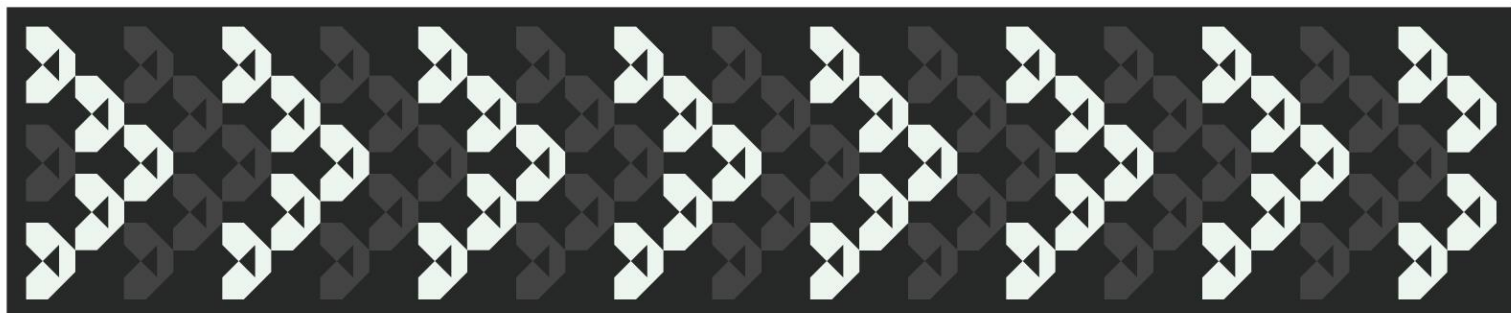
*Example of a possible agenda*

**You are welcome to send us a short briefing in advance to help us get to know your context. We are disappointed that we can't visit in person to experience what it is like at your place.**



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# Sharing our thinking



## Why local government?

We started with the question “why local government?” to help focus our thinking on why local government is so critical to the fabric of society in Aotearoa New Zealand. This is our thinking.

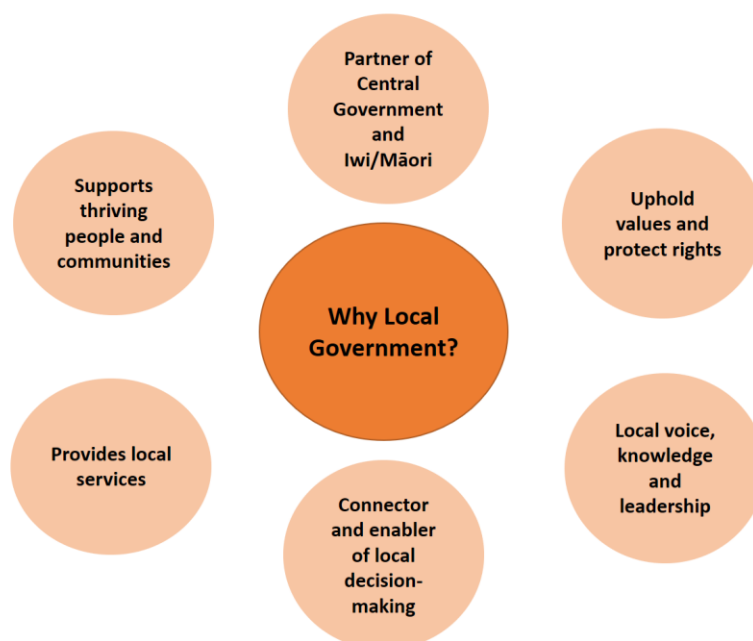
Local government contributes to wellbeing in many ways, most visibly by creating and sustaining the environments in which people live, work, do business and connect with each other.

Effective local governance is essential to New Zealanders’ lives and wellbeing. Local authorities play a critical role in the country’s system of democracy, providing for people’s voices to be heard in the leadership of their communities and the delivery of local services and assets.

Local government influences the places and homes we live in, the strength and cohesion of our communities, how we move from place to place, our health and safety, how prosperous we are, how we spend our time, the health of our democracy, the strength of Te Tiriti relationships, and our sense of shared identity.

The big issues facing New Zealand are all experienced at a local level. Inequity, climate change, employment and economic participation, housing, racism and discrimination, environmental harm, and challenges with physical and mental health and many other issues play out at local and sub-national levels, and solutions require local action. Ineffective local governance can create or exacerbate challenges.

Effective local governance can create the conditions in which communities prosper and thrive.



*Some of the important roles local government plays in New Zealand*

**Local voice, knowledge and leadership**

- Community voice and local democracy support trust, legitimacy, engagement between and across groups, and provide social cohesion.
- Proximity to the community provides local knowledge which is a strength and enabler for what works and innovation.
- Representatives are part of the community and it is easier to know who is accountable for local issues.

**Connector and enabler of local decision-making**

- Local leadership and anchor institution role.
- Supports local industry and new business activity to sustain business and employment in their community.
- Proximity to the community to grapple with local challenges.

**Upholds values and protects rights**

- Steward of assets and guardian for future generations.
- Upholds the rights and interests of citizens as provided for in the laws of New Zealand and Te Tiriti o Waitangi.
- Cares for the citizenry, connects the community and protects the environment.

**Provides local services**

- Ensures basic human services are available and accessible in each location.
- Provides great spaces and places.

**Partner of central government and iwi/Māori**

- Central government can't solve the complex challenges of the 21st century on its own.
- Navigator of the big issues communities face.
- Collaborate and partner with iwi, hapū and community organisations
- The part of government that sees how the silos of central government come together and impact citizens and communities.
- Supports central government on big issues such as civil defence and COVID-19 response.
- Advocates for local issues, brokers and provides resources and solutions with central government.
- Acts as a check/balance on central government from a local perspective.

**Supports thriving people and communities**

- Creates and supports local culture and identity in the community.
- Creates conditions for social, economic and environmental wellbeing.
- Enables communities to live the life they want to lead.



## Key shifts

In our interim report we outlined our priority questions. Since then we have been researching and discussing these questions, and we have identified five key shifts to local governance in the future that we believe will be required if the system is to meet the needs of Aotearoa New Zealand.

These shifts will take time to make and we are looking at what is required over the near term, medium term and long term time horizons. If you are not familiar with it already, you will find more information on the three horizons approach at the back of this document.

The five key shifts are:

### **1. Strengthened Local Democracy**

From low public trust and participation in local government to renewal of local democracy that builds a foundation for the future of a strengthened and inclusive local democracy

### **2. Stronger Focus on Wellbeing**

From traditional focus on infrastructure service delivery to a focus on the complex wellbeing challenges of the 21st century, including economic and social equity and climate change action

### **3. Authentic Relationship with Hapū/Iwi/Māori**

From relationships that are variable in understanding and commitment to an authentic relationship that enables self-determination, shared authority and prosperity

### **4. Genuine Partnership between Central Government and Local Government**

From low trust and confidence in each other to genuine partners able to deliver wellbeing outcomes locally

### **5. More Equitable Funding**

From beneficiary-based funding principles to a funding system that equitably supports communities to thrive

## Strengthened Local Democracy

### The shift

From low public trust and participation in local government to renewal of local democracy that builds a foundation for the future of a strengthened and inclusive local democracy

### What the system would look like

A governance system that is considered legitimate, where the process of democracy and the electoral system empower citizens, community and business to enable community outcomes to be achieved, embody indigenous principles, and are strong enough to address the complexities of the 21st century.

### What it would achieve

- People understand how local government works, how they can participate and collaborate to make things work better and how they can be involved in local decision-making.
- Provide community-centered local government that is relational, supports innovation and learning, and is adaptable, where decisions are made as close to the community as possible.
- Provide for long-term, competent stewardship of people and place.
- Encourage people to want to get involved in the governance of their communities.

### Changes we are considering to make this shift

- Offer a mix of participatory, deliberative and representative democratic tools, and support multi-generational representation.
- Enable hybrid systems to complement elected members, including iwi/Māori and appointed experts.
- Develop systems that support and sustain governance representatives. Enable representation from minority groups e.g. create and resource clear pathways, provide ongoing support programmes and mentor new leaders.
- Explore electoral administrative systems, longer terms and voter eligibility criteria (e.g. younger voters).

## Stronger Focus on Wellbeing

### The shift

From traditional focus on infrastructure service delivery to a focus on the complex wellbeing challenges of the 21st century, including economic and social equity and climate change action

### What the system would look like

Wellbeing is at the heart of everything council delivers, putting Papatūānuku and people at the heart of what we do. All policy decisions consider future generations and actively partner with iwi and community.

### What it would achieve

Place is where wellbeing comes together and requires a coordinated approach from central and local government, communities, iwi, business and citizens to create thriving and strong people, places and communities.

### Changes we are considering to make this shift

- Local government is a broker, bridge builder, connector and supporter of ideas to support positive change in the community it serves, with a genuine focus on a coordinated approach to building social cohesion and wellbeing.
- Increasing central and local government collaborative efforts to focus on wellbeing, including health, housing, education, community safety, and economic, social, cultural and environmental wellbeing.
- Local government functions, roles and structures that reflect the appropriate level of subsidiarity and localism, while securing needed resources and economies of scale to ensure competent, sustainable and resilient entities/organisations.
- Supporting residents to change from being mostly passive recipients of services to active citizens as innovators, participators, and partners in achieving community wellbeing outcomes.

## Authentic Relationship with Hapū/Iwi/Māori

### The shift

From relationships that are variable in understanding and commitment to an authentic relationship that enables self-determination, shared authority and prosperity

### What the system would look like

Local government has an authentic and effective relationship with Hapū/Iwi, embodying the intentions and principles of Te Tiriti, beyond representation at the governance table, to achieve equitable outcomes for Māori.

### What it would achieve

Hapū/iwi have the ability/space to express tino rangatiratanga, and Māori citizens' voices, experiences and outcomes are equitable.

Local governance reflects the local context, with flexible approaches.

### Changes we are considering to make this shift

- Local government has a role in helping the stories of the past be told in order to move forward. Acknowledging the past is an important part of reconciliation along with learning about the history of place.
- Championing, and investing in, Te Ao Māori and tikanga in the way local government operates and what is valued.
- Acknowledging place and the opportunity for Hapū/iwi/Māori to be involved in decision-making, to be a decision maker and deliverer of services and activities (exercising tino rangatiratanga).
- Additional capacity for iwi/Māori to participate in local governance.

## Genuine Partnership between Central Government and Local Government

### The shift

From low trust and confidence in each other to genuine partners able to deliver wellbeing outcomes locally

### What the system would look like

A citizen and community centred local government that provides an integrated community view aligned to support local and national objectives.

### What it would achieve

A reset of relationships for central government and local government, which along with iwi creates mutual respect that underpins collaboration at national, regional and local levels, in order to deliver and fund essential services and regional/local priorities that enhance community wellbeing.

### Changes we are considering to make this shift

- Long-term vision and outcomes for Aotearoa New Zealand enabling partnership between central and local government.
- A governance model that operates as strong strategic partner with central government.
- Deliberate structure for partnerships between central and local government, iwi, business and communities.
- Transparent funding and accountability for service delivery and local priorities.

## More Equitable Funding

### **The shift**

From beneficiary-based funding principles to a funding system that equitably supports communities to thrive

### **What the system would look like**

A stable revenue system that provides certainty of funding sources and enables central and local government to be effective partners and co-investors in community outcomes and priorities, with local government's funding policies supporting equity-based progressive taxation principles.

### **What it would achieve**

The investment required to support community outcomes, needs and aspirations are funded equitably with national and local governments making appropriate contributions to community outcomes/priorities, with local government's funding system adopting more progressive taxation principles resulting in more equitable funding policies.

### **Changes we are considering to make this shift**

- Central and local government agree a fair basis for funding community outcomes, taking account of communities' ability to pay.
- Legislation and funding policies and practices support principles of equity/wellbeing.
- Making flexible general and special purpose financing tools available.

## System changes to support the shifts

We recognise that a sustainable, agile and innovative system of local government is needed to give effect to the key shifts it requires.

We have yet to determine our preferred system and are interested in councils' views.

### Key features of a future system

We consider the following features to be key in a sustainable and innovative future system:

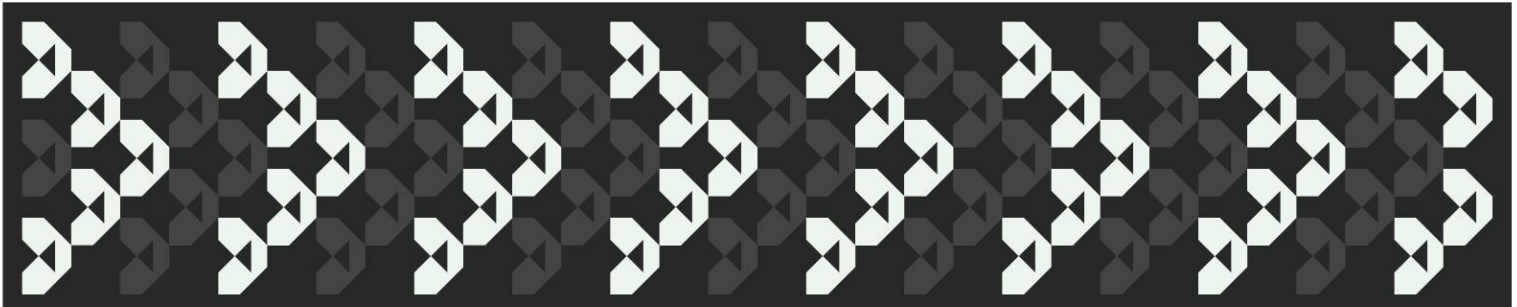
- Enables place-based community involvement and participation.
- Entities that are sustainable and viable with sufficient resources and capability to meet future challenges and sufficient capacity to be a credible co-investor able respond to significant shocks and challenges.
- Leadership and culture that demonstrate a high degree of competence, are citizen-centric and collaborative.
- A culture of innovation, risk-taking and creative thinking that encourages exploration of new, place-based solutions.
- A sector which utilises its collective strength, provides sector leadership and supports high performance, innovation and collaboration
- Centres of excellence for policy, systems development, leadership and training.

We welcome council feedback on this.



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# Resources





## The Three Horizons Framework

### Context

Te Arotake i te Anamata mō Ngā Kaunihera has been using the Three Horizons Framework as a model to help us to think and plan for making change over a longer term.

Three Horizons was initially developed by Bill Sharpe for the International Futures Forum<sup>1</sup>. Since then, the Framework has been used in a variety of contexts, including the future of intelligent infrastructures in the UK, technological foresight in the IT industry, transformative innovation in the Scottish education system and rural community development.

The Three Horizons Framework is a foresight tool that can help us to structure our thinking about the future in ways that spark innovation. The Framework pulls us out of the 'here and now', to see opportunities for the future and make decisions that will stand the test of time.

It describes three possible futures, called 'horizons'.

Credit to [Future Generations Wales](#) for the figures below.

### Figure 1

#### Horizon 1

- What does now look like? How we do things at the moment?
- This may look like the existing core business.

#### Horizon 3

- Can you imagine a brighter future? What's changing?
- The way we want things to work in the future. This is the vision. It may be that pockets of this way of working are already happening on the fringes.

#### Horizon 2

- How do we get to a brighter future from where we are now?
- The innovations that help make the shift from Horizon 1 to Horizon 3.

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<sup>1</sup> Sharpe, B., A. Hodgson, G. Leicester, A. Lyon, and I. Fazey. 2016. [Three horizons: a pathways practice for transformation](#). *Ecology and Society* 21(2):47.

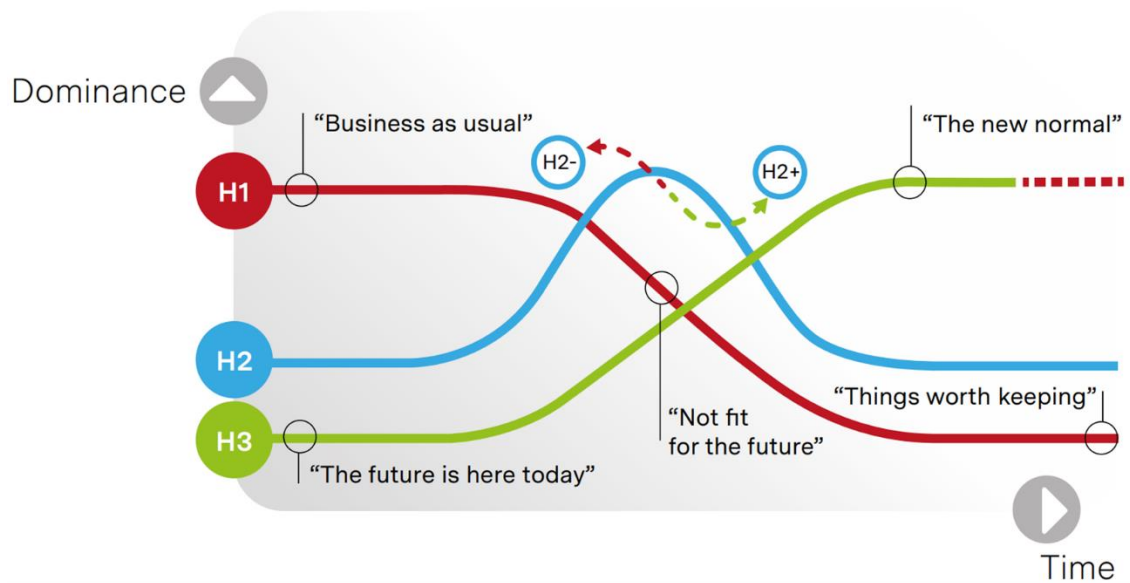


Figure 1

## Figure 2

H2+ innovations are those that genuinely move on from Horizon 1 and make Horizon 3 more likely.

H2- innovations are the 'sticking plasters' that either just prop up a failing Horizon 1 or get absorbed into it and end up losing all their innovative power.

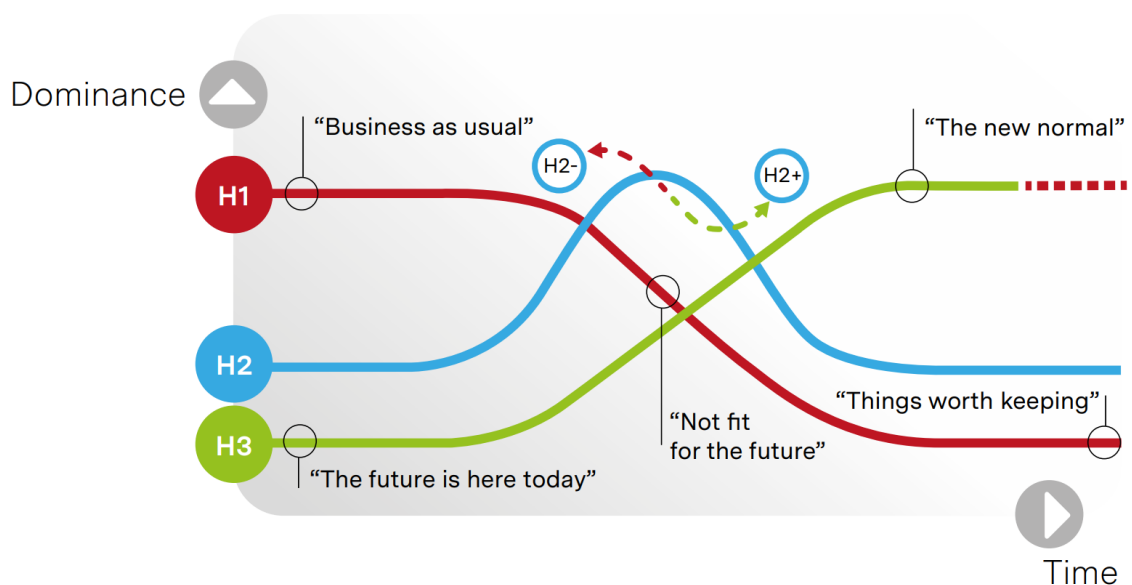
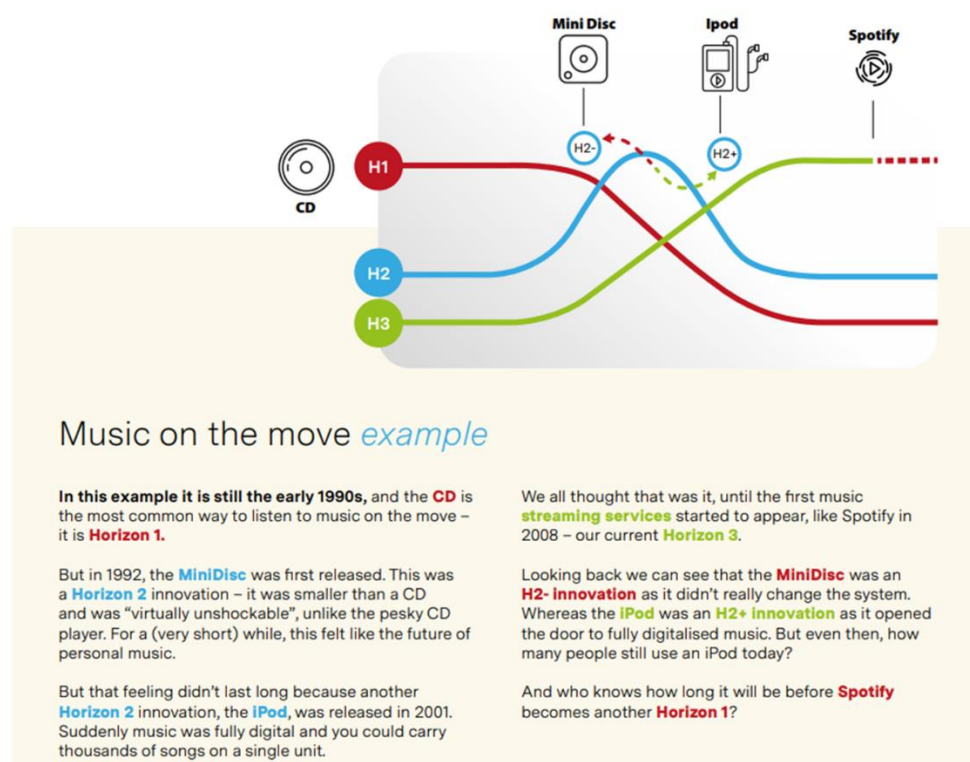


Figure 2

## Example: Music on the move



## Example questions to explore the framework

### Present concerns (H1)

Why do I think the current situation needs to change?

### Future vision (H3)

What do I want to highlight as elements of the future I think we should be aiming for by 2050?

### Inspirational practice (H3)

Where is the 2050 vision happening already? Identify one or two examples, from anywhere in the world, where the future vision is happening now, even in just a small way.

### Innovations in play (H2)

What projects, ideas or initiatives are in play or in sight that aim to change the status quo?

What ideas do I want to pick out that I think are just sticking plasters (H2-) versus truly transformational ones (H2+)?

### **Additional Three Horizons Framework resources**

[Three Horizons Framework - a quick introduction - YouTube](#)

[Three Horizons Toolkit \(futuregenerations.wales\)](#)

[Critical Transitions Report 2021.indd \(taituara.org.nz\)](#)

[Creating Intentional Futures. Three Horizons and Challenge Mapping | by Griffith University Yunus Centre | Y Impact | Medium](#)

## Further reading

Below you will find range of reports, articles and links that have informed our thinking thus far.

Description	Link
Our research and report papers show the emerging thinking of the Panel and are publicly available to help stakeholders make well-informed suggestions around the future of local government.	<a href="#">Research and reports   Review into the Future for Local Government</a>
The interim report (Ārewa ake te Kaupapa) sets out the broad direction and priority questions for the Review in order to support engagement about the future of local governance and democracy.	<a href="#">Ārewa ake te Kaupapa – Raising the platform (Executive Summary) (futureforlocalgovernment.govt.nz)</a>
The executive summary includes all the most important information from the interim report and is presented in a shorter format.	<a href="#">Ārewa ake te Kaupapa – Raising the platform. (futureforlocalgovernment.govt.nz)</a>
Iain Walker is the Executive Director of The newDemocracy Foundation in Australia. Their work includes producing a Handbook on Democracy Beyond Elections for the UN Democracy Fund and advisory contributions to the OECD.	<a href="#">Rethinking-Democracy-002.pdf (futureforlocalgovernment.govt.nz)</a>
ThinkPlace New Zealand have provided a report to the Panel of the Review into the Future for Local Government about how people are currently experiencing the local government-central government relationship in Aotearoa.	<a href="#">Microsoft Word - LGCG Relationship insights report_FINAL.docx (futureforlocalgovernment.govt.nz)</a>
Peter Hodder and Girol Karacaoglu from Victoria University of Wellington School of Government ask the question: if the core objective of good governance is to	<a href="#">Girol-Karacaoglu-Governing-for-Intergenerational-Wellbeing-Dec21.pdf (futureforlocalgovernment.govt.nz)</a>

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safeguard the wellbeing of current and future generations, how can governance systems be better attuned to reach these goals?

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Dr Mike Reid, contributing lecturer at Victoria University of Wellington School of Government, provided a paper to the Panel of the Review that discusses what makes an effective system of local government and governance.

[Mike-Reid-LG-roles-and-functions.pdf \(futureforlocalgovernment.govt.nz\)](#)

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Professor Ingrid Burkett, co-director of the Yunus Centre at Australia's Griffith University, shared her reflections on civic innovation and local government futures in this visual.

[Civic Innovation + Local Govt Futures \(futureforlocalgovernment.govt.nz\)](#)

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We asked young Kiwis what they would like from a future system of local governance in New Zealand. 16-year-old Chai Ruakere-Forbes and 17-year-old Malakai Latavao, of Taranaki, took on the challenge to respond to this question in a short video.

[Do you see us? - YouTube](#)

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Victoria University of Wellington student, Emma Sidnam, expresses her feelings on representation in her poem *Nō Tāmaki Makaurau ahau*.

[Nō Tāmaki Makaurau ahau – Emma Sidnam - YouTube](#)

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