



# ORDINARY MEETING OF COUNCIL

## Open Agenda -Representation Review Additional Attachment

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Meeting Date: Thursday 27 June 2024

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Time: 9.30am (Adopt LTP)

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Venue: Large Exhibition Hall  
War Memorial Centre  
Marine Parade  
Napier

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*Livestreamed via Council's Facebook page*

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# AGENDA ITEMS

## 12. REPRESENTATION REVIEW INITIAL PROPOSAL

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|--|-----------------------------------|
| <i>Type of Report:</i>                 | Legal and Operational             |
| <i>Legal Reference:</i>                | Local Electoral Act 2001          |
| <i>Document ID:</i>                    | 1771670                           |
| <i>Reporting Officer/s &amp; Unit:</i> | Anna Eady, Team Leader Governance |

### 12.1 Purpose of Report

The purpose of this report is to provide the final attachment of the analysis for the Representation Review. The analysis provides the background showing the justification for the three options being considered and is important for any Local Government Commission processes.

### 12.2 Attachments

- 1 2024-06 Representation Review Analysis Report (Doc ID: 1771668) [↓](#)

# Representation Review: Analysis

**June 2024**

## Executive summary

From November 2023 to May 2024, an iterative approach was taken for this analysis:

- Napier residents, including mana whenua, were engaged in pre-consultation,
- assessing the implications of introducing Māori wards and seeking particular feedback from mana whenua,
- reviewing communities of interest,
- exploring various representation options, and
- testing five representation options with the community and a community board in Maraenui area.

Multiple models were formulated and refined throughout this iterative process for consideration.

Key points:

### *Current representation arrangements*

- Voter turnout increased in 2019, reversing a trend of decline, but dipped again in 2022, aligning with trends seen in other city councils.
- Napier has a balanced distribution of councillors across wards, with most councillors residing in their respective wards.
- Despite a decline in the number of candidates, all seats were contested in the most recent elections.
- A survey revealed that residents generally prefer the ward system and feel generally represented by it. Most residents are familiar with their ward, prefer the current council size, and do not wish to establish community boards. Some support for a mixed system/at large was noted.
- Compared to other city councils, Napier has a smaller population and geographic size, more wards, a high percentage of Māori electoral population, and a lower councillor-population ratio.

### *Māori wards*

- Introducing Māori wards can involve either a mixed or ward-only system. In Napier, a council size of 11 with 9+ general ward councillors is needed for two Māori ward councillors, while a council size of 10 or fewer allows for one Māori ward councillor.
- Most councils with more than one Māori ward councillor have established only one Māori ward.
- It is recommended that Napier have one city-wide Māori ward named Te Whanga (name subject to endorsement from local kaumatuas), and two Māori ward councillors.

### *Communities of interest*

- Napier is a diverse city with a wide range of socio-economic and deprivation statistics, and its residents often feel connected to multiple communities and city-wide services.
- There are a variety of ways communities of interest could be configured.
- Nearly a quarter of Napier residents are Māori, highlighting the importance of representation.
- The Ahuriri and Taradale wards share similar socio-demographic statistics, have higher voter turnout, and rate their neighbourhoods highly as good places to live. Conversely,

the Onekawa-Tamatea and Nelson Park wards share lower socio-demographic statistics, voter turnout, and satisfaction with council services.

- The suburbs of Meanee-Awatoto, Bay View, and Poraiti Hills are distinct with their rural/semi-rural land use, while Maraenui has the highest deprivation in Napier.
- Due to the lack of recent, detailed statistics, it is difficult to provide specific commentary on changes within wards since the 2018 census. Ensuring appropriate ward representation for residents in high deprivation areas is crucial.

#### *Representation options*

- To comply with the +/-10% rule with the current ward structure and Māori ward(s), changes to the general ward configuration are necessary.
- Napier could have between 10 and 14 councillors, including Māori ward councillors, while maintaining a similar councillor-population ratio to other similarly sized councils.
- A mixed or ward-only system is possible. However, there are limited options for a mixed system without increasing the council size beyond 13 or reducing the number of Māori ward councillors to one.
- Public opinion varied on the five options presented, with the three-ward option being the most popular. The three most favoured options (status quo, two-ward, and modified three-ward) will be presented to Council in the officers report. The three-ward option was modified based on direction from Councillors at the Council Workshop.

#### *Community board*

- A community board in Maraenui could be appropriate given its unique needs. However, there is not support across the city for this.
- There are other ways Council can improve its understanding and representation of Maraenui.

## Purpose and Structure

### Purpose

1. This analysis is part of a statutory process to identify communities of interest in Napier and options for fair and effective representation of these communities. The analysis is part of Napier City Council's formal proposal to the Napier community on representation arrangements for the 2025 and 2028 elections.
2. This analysis is an update of the analysis conducted for the 2018 Representation Review<sup>1</sup>.
3. While this analysis was primarily done to inform Council's decision-making, it can also be useful for Napier residents when considering for themselves what representation arrangements are suitable for Napier.
4. Once a formal proposal on the representation review is released by Council, called the initial proposal, Napier residents will have the opportunity to make submissions on the proposed representation arrangements. Feedback from our community is an important part of the process.

### Structure

5. This report is comprised of the following key sections:
  - Section 1: What observations can be made about Napier's current representation arrangements?
  - Section 2 – What are the considerations for introducing Māori wards?
  - Section 3 – What are Napier's 'communities of interest'?
  - Section 4: How could we represent Napier's Communities of Interest?
  - Section 5 – What are the options for effective and fair representation?
  - Section 6 – Should Napier establish Community Boards?

### Background

#### What is a representation review?

6. A representation review must be done every six years, or if a Council has made a decision to establish Māori wards; both of these reasons apply to Napier.

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<sup>1</sup> Page 28 refers [https://napier.infocouncil.biz/Open/2018/03/FC\\_20180320\\_AGN\\_281\\_AT.PDF](https://napier.infocouncil.biz/Open/2018/03/FC_20180320_AGN_281_AT.PDF)

- a. Council last reviewed representation arrangements in 2018, and
  - b. On 20 October 2021, Council agreed to establish Māori Wards in Napier for the 2025 and 2028 local government elections.
7. Representation arrangements are the way representation of the public by a local authority such as Napier City Council (NCC) is configured for elections. This includes:
- a. Whether the election of councillors (also known as elected members), other than the Mayor, is by the entire electoral district (called 'at large'), whether the district is divided into wards for electoral purposes, or whether there will be a mix of 'at large' and ward representation,
  - b. The boundaries of wards, the names of the wards, and the number of councillors that will represent each ward, if wards are used,
  - c. The total number of councillors that are elected to the governing body of NCC (the legal requirement is no less than 6 and no more than 30 councillors, including the Mayor),
  - d. Whether to have community boards, and if so, how many, and what their boundaries and councillorship will look like.
8. There are 3 main phases of the representation review.
- Phase 1 – gathering data and consultation (November 2023 to May 2024)  
Phase 2 – analysis of fair and effective representation (February 2024 to June 2024)  
Phase 3 – decision, submissions, and appeals process (June 2024 to April 2025).
9. Through the representation review in 2018, Council decided to move to a ward-only system based on Napier's existing 4 ward structure, retain the number of councillors at 12, and not to establish community boards.
10. NCC made two important early decisions relating to the representation of Napier City, firstly the Council resolved in 2021 to introduce Māori Wards for the 2025 election. Secondly it was resolved in 2023 to retain First Past the Post as the electoral system.
11. In late 2023, NCC began a review of its representation arrangements in line with the Local Government Commission's *Guidelines for local authorities undertaking representation reviews*, 9<sup>th</sup> edition, July 2023 (Guidelines 2023).
12. To inform Council's decision on the initial proposal, NCC sought the views of Napier residents through two rounds of pre-consultation over seven weeks. The analysis in this document includes the feedback received through the pre-consultation.

## Methodology

13. The analysis has been undertaken in two stages:
- Stage 1: Data-gathering and pre-consultation
  - Stage 2: Analysis of fair and effective representation

## Stage 1: Data-gathering and pre-consultation

14. Data-gathering involved two main steps:

- a. a desk-top review of key documents, and
- b. pre-consultation with Napier residents to gather information about:
  - Residents' awareness of the current arrangements and how they feel about them,
  - Perceived representation,
  - Identifiable communities of interest within Napier,
  - How the new Māori wards should be structured, and
  - Whether community boards are needed.

### Desk-top review

15. Key documents on previous representation reviews were reviewed including:

- 2018 Representation Review: Analysis
- 2019 Local Government Commission determination.

16. Data was also collected from the following sources to provide an evidence base:

- For suburb demographic information 2018 Census Data was extracted at suburb level from Statistics New Zealand<sup>2</sup>, and from 'Our People and Places Profile'<sup>3</sup>.
- Data on connectedness was also extracted from Napier City Council 2023 Social Monitor survey report and from the Napier City Council 2023 Post-Cyclone Community Wellbeing Survey Report<sup>4</sup>
- 2023 estimated Census Data provided on request from Statistics New Zealand was used for mapping.
- For information on the history of Napier's representation arrangements: Council's archives and records on Elections from 1977-2022.
- Resident satisfaction survey for ward satisfaction ratings.

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<sup>2</sup> <https://nzdotstat.stats.govt.nz/wbos/Index.aspx#>

<sup>3</sup> <https://www.napier.govt.nz/napier/community-development/community-profile/>

<sup>4</sup> <https://www.napier.govt.nz/napier/community-development/social-monitor/>



## Pre-consultation

17. The representation review includes seven weeks of pre-engagement in total, split into two blocks, between November 2023 and June 2024. The first round focused on seeking the views of residents on representation arrangements, and the second round focused on testing five specific options and seeking views on establishing a community board in the Maraenui area.
18. The pre-consultation consisted of two resident surveys undertaken by SIL Research on behalf of council, key stakeholder surveys undertaken by NCC via Survey Monkey with councillors, mana whenua and tangata whenua, a wānanga at Pukemokimoki Marae to specifically gain feedback from Māori and community drop-in sessions in each ward. Officers also wrote to mana whenua partners and offered to come and discuss the representation review. Officers were invited to the board meeting of Mana Ahuriri.
19. The resident surveys undertaken by SIL Research include a statistically sound sample of Napier residents and results were weighted. The research aimed to provide an accurate estimate of the Napier population. However, as noted in the reports, the margin of error is higher for sub-group results, with suburbs having the greater margin of error, so need to be interpreted with caution.

## Stage 2: Analysis of fair and effective representation

20. The Guidelines 2023 have been used as a reference for structuring the analysis of what fair and effective representation would look like. Three inter-related key factors need to be carefully considered. They are:
  - Communities of interest
  - Effective representation of communities of interest
  - Fair representation of electors.
21. This report will step through these three key factors in turn, along with looking at the need for community boards in Napier.

## Section 1: What observations can be made about Napier's current representation arrangements?

1. The purpose of this section is to:
  - a. provide background information on the current representation arrangements.
  - b. showcase any changes since the introduction of the ward system from previous representation arrangements.
  - c. compare Napier's representation arrangements to other councils.
  - d. provide an overview of what Napier residents think about the current representation arrangements.

### Key points

2. The key points of section 1 are:
  - Voter turnout increased in 2019, reversing a trend of decline, but then dipped in 2022, aligning with trends seen in other city councils.
  - There is a balanced distribution of councillors across Napier, with most of them residing in their respective wards.
  - Although the number of candidates declined compared to previous years, all seats were contested.
  - A survey of Napier's residents revealed:
    - overall strongest preference for the ward system, however there is still preference for a mixed system and an at large system.
    - most residents are familiar with their ward.
    - most residents feel represented by the ward system and council size.
    - a majority prefer the current council size.
    - most residents do not wish to establish community boards or are unsure.
    - majority of residents identify their main community of interest as Napier.
  - Compared to most other city councils, Napier has
    - less population and smaller geographic size
    - more wards for its population and geographic size
    - has a high percentage of Māori electoral population
    - has a lower councillor-population ratio.

### What has occurred in the last 6 years of Napier’s representation arrangements?

#### Overview of Napier’s representation arrangements

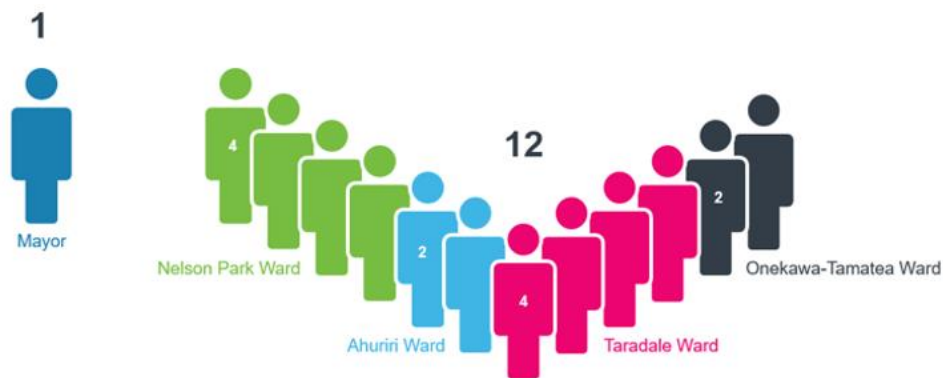
3. Representation arrangements cover four main topics:

- Basis of election
- Ward boundaries and configuration
- Number of councillors
- Community boards.

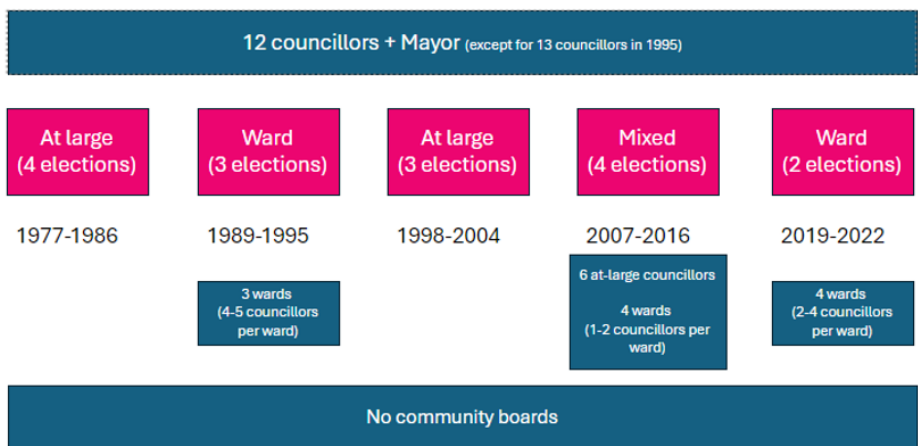
*What are Napier’s current representation arrangements?*

4. Since the 2019 local government elections, Napier’s current representation arrangements are a ward system, 12 councillors plus the Mayor, and no community boards<sup>5</sup>.

#### Current council configuration



Napier’s previous representation arrangements included:



*What happened in the last representation review?*

<sup>5</sup> For more detailed information on the current ward structure, refer to Appendix A.

5. At the last representation review in 2018<sup>6</sup>, Council went out to the community in its initial proposal with status quo representation arrangements – a mixed system based on four wards and no community boards. After considering 37 submissions including seven submitters who spoke to their submissions, Council altered its final proposal to retain the four ward configuration of the previous mixed system, move to a ward-only system and not establish any community boards. Two objections were lodged with the Local Government Commission. Council's final proposal was upheld by the Local Government Commission on 17 January 2019.

6. Key themes from the submissions, appeals/objections included:

There was strong support for a ward system in the submissions with reasons given as:

- A full ward system was linked to greater voter turnout and increased public participation.
- A full ward system would provide fairer and more even representation through all strata of the community.
- Areas of deprivation and different ethnic groups would be better represented.
- The positions on Council would be better contested.
- Voters can hold ward councillors to account.
- The councillor workload would be more equally shared across council.
- May have more diverse candidates, as the costs of a ward election campaign would be lower than the cost of a city-wide campaign.
- Increased responsiveness of councillors to their particular communities.
- More in-depth knowledge of wards when councillors live in their wards.

The objections to the full ward system were because:

- 42% of respondents to pre-engagement preferred a mixed system.
- A ward system reduced the number of councillors voters could vote for.
- It was felt ward councillors did not have the mana of at-large councillors.
- The mixed system had been serving Napier well.
- The proposed ward system had too many councillors in the Ahuriri and Taradale wards.
- Change should only occur after a public referendum.

7. The Local Government Commission in its determination noted the following for Council to consider in its next representation review<sup>7</sup>:

- Council undertakes further work to determine whether the current four-ward structure will continue to provide the most effective representation for the more local communities of interest in Napier and
- Consider further the option of one or more community boards as part of any revised ward structure.

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<sup>6</sup> Initial proposal decision at 9 April 2018 Council meeting, Final proposal decision at 26 June 2018 meeting

<sup>7</sup> <https://www.lgc.govt.nz/assets/Determinations-Representation-Reviews/Current-Determinations/2019-Current-Determinations/Napier-City-Council-Determination-2019.pdf>

*What decisions have occurred which impact on Napier's 2024 representation review?*

8. In 2021, central government removed the requirement for binding polls on Māori wards. The Council felt it was too rushed to undertake community consultation in time to make a decision that would take effect in the 2022 election. There were protests at the time calling for Council to undertake consultation immediately and make a decision that could take effect from 2022 election<sup>8</sup>.
9. Council then embarked on five months of consultation, receiving 1,300 submissions with hearings held over several days. At the Hearings, Māori affected by the decision whether to establish Māori wards came and spoke in support of establishing Māori wards. 95% of submitters on the Māori roll expressed support for Māori wards. Whereas 31% of submitters on the general electoral roll were in favour of establishing Māori wards with 68% against. This was an increase in support for Māori wards from the NCC survey in 2017 where it was an 80/20 split against. On 18 October 2021, Council agreed to establish Māori wards in Napier for the 2025 election. At that time, in the information it was indicated that there could be two Māori ward councillors based on Napier's current Council size of 12. However full details would need to be considered as part of the next representation review.
10. On 31 August 2023 Napier agreed to retain First Past the Post as the electoral system.
11. The current Coalition Government has proposed legislation to reinstate binding polls on Māori wards.

*What changes to alternate representation mechanisms have occurred since the last representation review?*

12. In 2019, the new Mayor introduced Councillor Portfolios<sup>9</sup> to provide councillors with a specific area of focus to build expertise and community connections across the city. Councillor meetings which the Mayor attended, named 'Town huddles', ran for just under a year until they were stopped post the November 2020 Flood. Town huddles were held frequently – weekly then fortnightly and the location was shared across the four wards.
13. Ngā Mānukanuka o te Iwi (Māori Committee) had a refresh with changes to the terms of reference including membership of all local marae, quarterly meetings, and an increase to remuneration. In addition, representatives from the Committee were appointed to Council's standing committees and the Audit and Risk Committee and given voting rights.

*What else has occurred since 2019 that impact on representation?*

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<sup>8</sup> Hawke's Bay Regional Council and Hastings District Council both consulted on Māori wards and made a decision to establish them to take effect from 2022 election.

<sup>9</sup> Full list of Councillor Portfolios can be found at Appendix F.

12. There has been three large events affecting Napier residents and Council, the Covid-19 pandemic, 2020 Floods, and 2023 Cyclone Gabrielle.

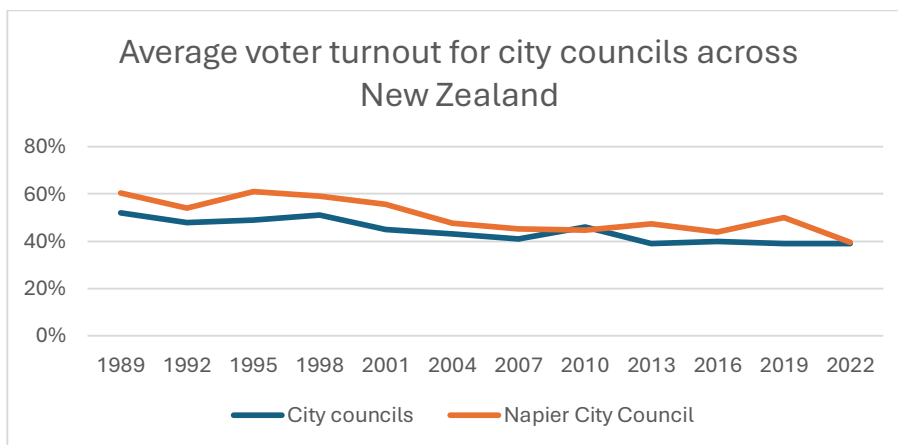
13. Residents overall satisfaction with Council is 54%, sitting at just under the New Zealand benchmark of 58%.

|      |      |      |      |      |      |
|------|------|------|------|------|------|
| 2018 | 2019 | 2020 | 2021 | 2022 | 2023 |
| 60%  | 67%  | 75%  | 68%  | 55%  | 54%  |

*Did we see any noticeable changes in election statistics over the last two elections?*

**Voter turnout**

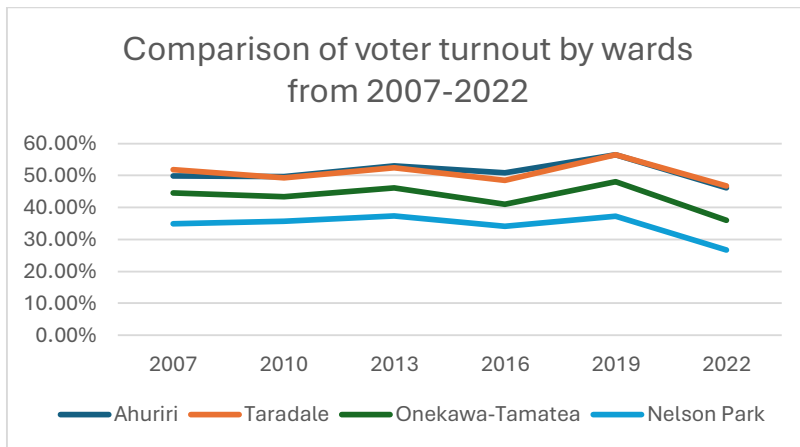
14. Voter turnout overall in local government elections has been on the decline in New Zealand since 1989. The following graph shows voter turnout for Napier in comparison to other city councils<sup>10</sup>.



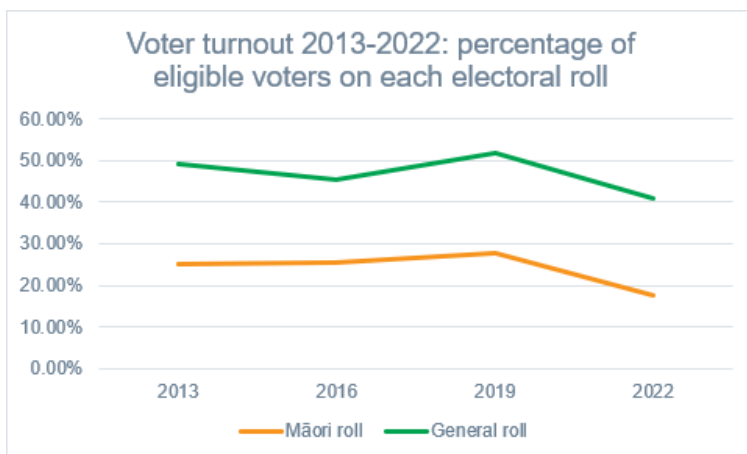
15. In the 2019 election, Napier had an increase in voter turnout compared to the 2016 election. From 43.85% in 2016 to 50.03% in 2019. However, there was a significant drop in 2022 to 39.54%.

16. There is a significant difference in voter turnout in Napier across the 4 wards. Ahuriri ward and Taradale ward have the highest voter turnout in Napier and very similar numbers participating. Onekawa-Tamatea ward have lower numbers, and Nelson Park ward has the lowest voter turnout. There is just over 19% difference in voter turnout between the wards in both 2019 and 2022 elections.

<sup>10</sup> Refer to Appendix C for Summary of voting returns from 2013-2022 which details number of electors, number of returns, and the percentage of returns by ward and general roll versus Māori roll.

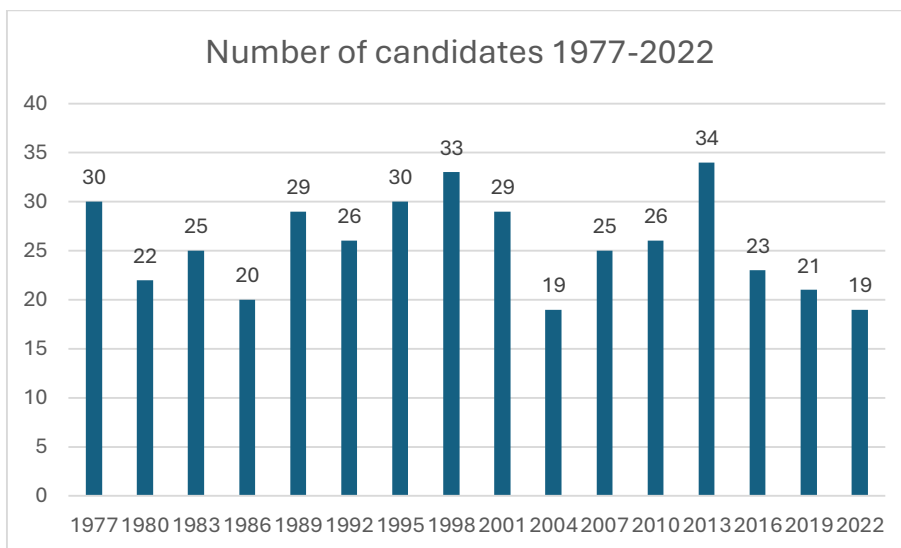


17. There is significantly lower voter turnout between the general electoral population and the Māori election population.



**Number of candidates**

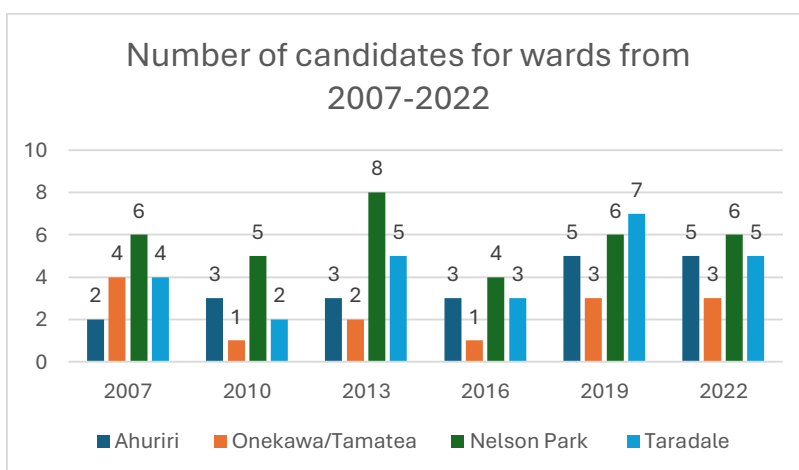
18. There were less candidates in the 2019 and 2022 elections than in previous elections (down to 19-21 compared to 23-34 in 2007-2016).



**Number of ward candidates**

19. In the mixed system between 2007-2016, there was 1 councillor for Ahuriri ward and Onekawa-Tamatea ward, and 2 councillors for Nelson Park ward and Taradale ward. There were four seats that were unopposed during that time. There have been no seats unopposed in the 2019 and 2022 elections. However, some wards have more candidates to choose from than others.

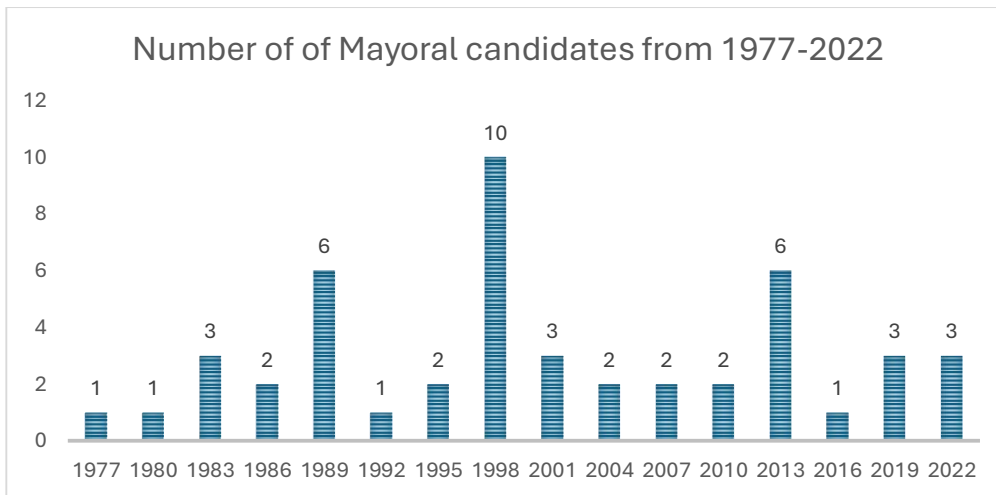
|                      | 2019                     | 2022                     |
|----------------------|--------------------------|--------------------------|
| Ahuriri ward         | 5 candidates for 2 seats | 5 candidates for 2 seats |
| Onekawa-Tamatea ward | 3 candidates for 2 seats | 3 candidates for 2 seats |
| Nelson Park ward     | 6 candidates for 4 seats | 6 candidates for 4 seats |
| Taradale ward        | 7 candidates for 4 seats | 5 candidates for 4 seats |





Number of Mayoral candidates

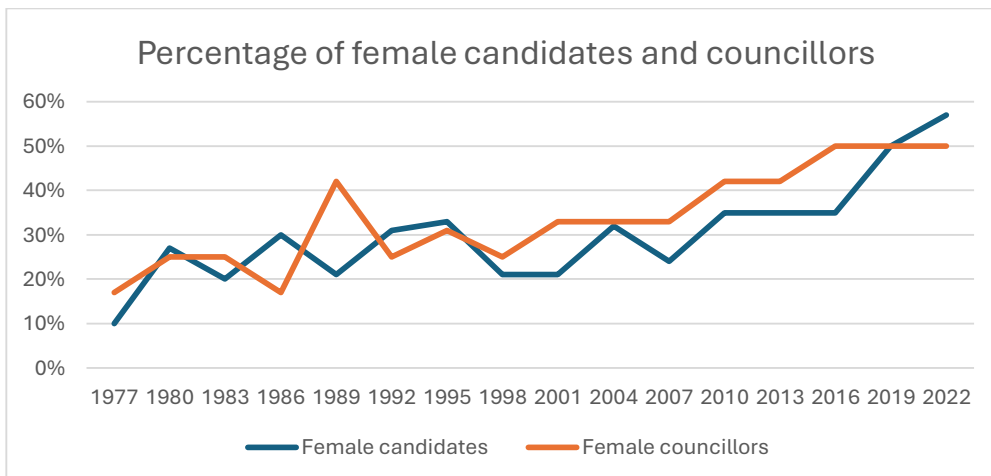
20. There were three candidates running for Mayor in 2019 and 2022. There have been six Mayors since 1977 with an average of three candidates in each election.

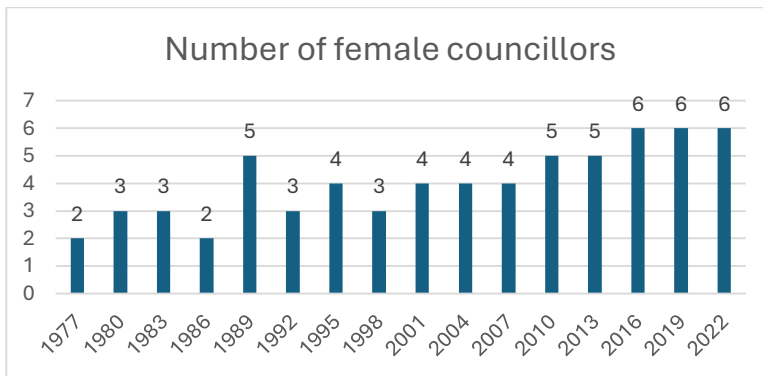


**Diversity of candidates**

Female representation

21. Like in 2016, in the 2019 and 2022 elections, the percentage of female councillors was 50% of all councillors. The following charts show how there is generally an upward trend from 1977 to 2022 for both female candidates and councillors.

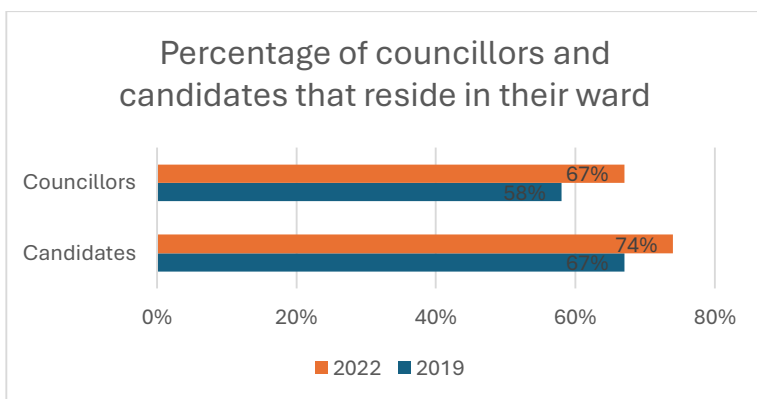




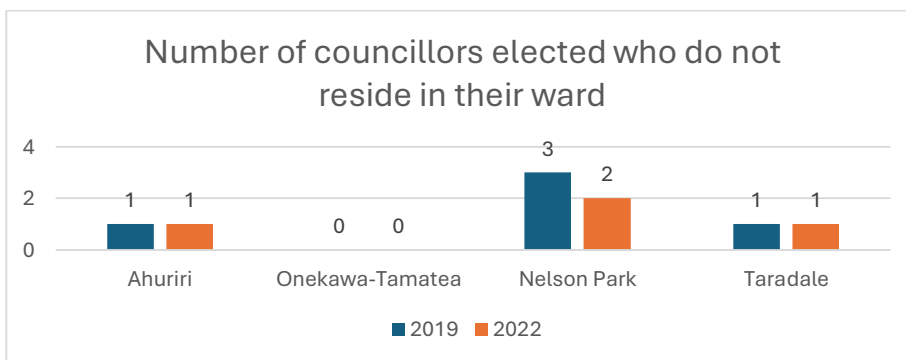
Geographic spread of candidates and councillors

22. In 2019, there were five new councillors including two new councillors who did not reside in their ward.

23. In 2022, there were two new councillors, both of whom reside in their ward. Over half of councillors reside in their ward, and most candidates reside in their ward.



24. Nelson Park ward had the highest number of councillors who do not reside in that ward. This was a similar result between 2007-2016.



### To highlight how Napier's current arrangements compare to those of other local authorities

25. Most Councils across New Zealand use the ward-only system. In the 2022 local government elections, out of 67 territorial authorities:

- 52 councils used a ward system (78%)
- Seven councils used a mixed system (10%)
- Eight councils used an at large system (12%).

*How does Napier's size and representation arrangements compare to other city councils?*

26. Population

- Napier's has a lower population compared to most other city councils, with seven councils having populations between 91,000 and just under 400,000.
- Napier's Māori electoral population is among the highest, comparable to Hamilton (15%), Porirua (14%), with Napier at 14%.

27. Councillor-population ratio

- Napier's councillor-population ratio is lower compared to most other city councils.
- Based on the latest population estimates and 12 councillors, Napier has one councillor for every 5,621 residents. Other city councils have between 9 and 16 councillors, with ratios ranging from 1 councillor per 4,640 residents to 1 councillor per 24,763 residents.

28. Land mass

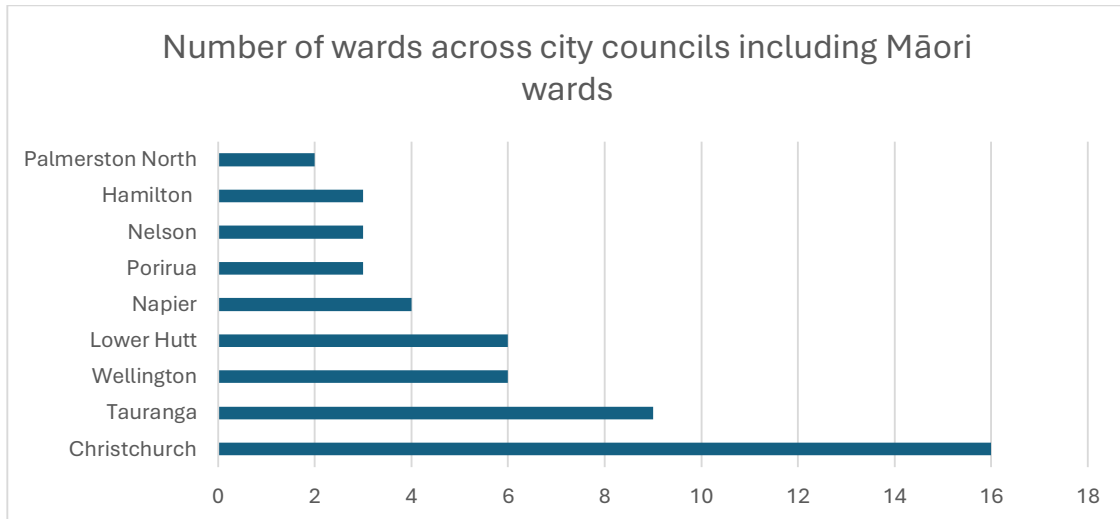
- Napier's land area is smaller at 106 km<sup>2</sup> than most other city councils. It is similar in size to Hamilton (110.8 km<sup>2</sup>), Tauranga (168 km<sup>2</sup>), and Porirua (183 km<sup>2</sup>).

29. Ward system

- Napier uses a ward system like most other city councils
- Two councils use a mixed system (Nelson and Lower Hutt).
- Three councils use an at-large system (Invercargill, Dunedin and Upper Hutt, though Upper Hutt will introduce Māori wards in 2025).

30. Number of wards

- Napier has more wards (four) than others of similar population size
- Nelson has two + Māori ward + at large, Porirua has two + Māori ward.
- Upper Hutt and Invercargill have an at large system.
- Palmerston North has one ward + Māori ward.
- The larger cities have between 3-16 wards.



### 31. Community boards

- Napier does not have community boards like most other city councils.
- Approximately 40% of other city councils have community boards, mainly in larger land areas than Napier. These councils also typically have much higher councillor-population ratios.

### 32. Māori wards

- Napier is introducing Māori wards, joining over half of city councils that already have or are establishing them for the 2025 elections.
- Six out of 12 city councils currently have Māori wards. Upper Hutt and Lower Hutt councils are introducing them for the 2025 election. The only councils without Māori wards are Dunedin, Christchurch, and Invercargill.

For more detailed information on the representation arrangements of other city councils refer to Appendix D.

## An overview of what Napier residents think about the current representation arrangements

33. As part of pre-consultation, an initial survey was undertaken by SIL Research between November-December 2023<sup>11</sup>.

34. The majority of respondents were in favour of the status quo arrangements.

### *Basis of election*

- The following table outlines the key preferences and comments on each basis of election. 2017 survey results included in brackets.
- An at large system is not possible due to inclusion of Māori wards. However a ward system with 1 general ward would be the closest to that.

Table 4: *Key preferences of Napier residents*

|              | Findings from Survey  | Main reasons cited  |
|--------------|---|---|
| Mixed system | 22% of respondents preferred the status quo electoral system, 'a mix of wards and at large' (down from 41%) | Balance between local views and Napier as a whole<br>Better representation / big picture understanding<br>Better candidate choice / can vote for everyone |
| At large     | 23% of respondents preferred the at large system (down from 27%)  | We are one / united<br>Better candidate choice / can vote for everyone<br>Too small to have wards   |
| Ward         | 32% of respondents preferred ward system (up from 12%).   | Local representation / greater knowledge<br>Works well / happy with it  |

<sup>11</sup> <https://www.napier.govt.nz/assets/Links/2023-NCC-Representation-Review-Report-Final.pdf>

*How well represented in the current representation arrangements does the public feel?*

35. In the survey, the public was asked “to what extent do you agree/disagree with the following: I feel I’m well-represented with the current representation arrangements (e.g. wards, number of councillors), most respondents stated they feel well-represented with the current representation arrangements (39%), 33% stated neither agree nor disagree, and 28% disagreed. The main cited reason for feeling unrepresented was the perceived lack of engagement with councillors (unseen/unheard/unknown Councillors/little or no representation).

*Ward awareness*

36. 70% of respondents were able to name the ward they live in (down from 75%). This shows a high awareness of wards by respondents.

- Lower ward awareness was shown by the following respondents:
  - younger respondents (specifically 18-34 years old),
  - respondents within Māori and ‘other’ ethnicity group, and
  - non-ratepayers.
- Taradale ward respondents showed the highest ward awareness (87%), Onekawa-Tamatea (83%), Ahuriri (75%) and Nelson Park ward respondents showed the lowest ward awareness (33%). Only 13% of respondents in Maraenui named their ward correctly.

*Changes to wards*

39. 44% agreed that some changes are needed if wards are retained, and 49% indicated no changes are needed. The primary reason suggested for change was a call for Councillors to be more visible and requiring more communication and community engagement.

*Council size – number of councillors*

|                  | Findings from Survey   | Main reasons cited   |
|------------------|--|--|
| Current size     | 52% (same as previous result)  | Seems to work/no need to change, Is enough/status quo, Balanced number/fair/enough for representation          |
| More councillors | 11% - Council should be larger at approximately 16 councillors (up from 6%)<br>32% of Māori respondents want Council to be larger. | More voice/more representation, Account for ward adjustments, extra wards, areas representation, Too much work |
| Less councillors | 24% - Council should be smaller at approximately 6 councillors (down from 26%).  | More efficient/ better decision-making<br>To cut public spending cost, Napier is small.                        |

*Community boards*

37. Results of pre-engagement showed:

- 33% (up from 30%) of respondents want community boards in Napier.
- 41% (down from 43%) of respondents do not want community boards.
- 25% (down from 30%) of respondents do not have a preference or do not know.

#### *Community of interest*

38. Results of pre-engagement showed:

- 55% respondents identify their main community of interest as 'Napier' (down from 68%).
- 26% respondents feel they belong the most to the suburb they live in (up from 19%).
- 5% respondents felt a sense of belonging to the ward they live in (up from 1%).
- 13% respondents chose 'other'.

For a summary of results of the May pre-consultation, refer to Section 5. In that consultation, the three ward option was the most favoured.

## Section 2 – What are the considerations for introducing Māori wards?

1. The purpose of this section is to:
  - a. provide background information on the Māori population in Napier.
  - b. outline the calculations to determine how many Māori ward councillors there can be.
  - c. Identify the three steps for introducing Māori wards including showcasing how options for Māori wards under different basis of election, council size and number/configuration of Māori wards.

### Key points

2. The key points of section 2 are:
  - Almost a quarter of Napier residents are Māori.
  - Introducing Māori wards:
    - there can be a mixed system or ward-only system
    - in Napier, there needs to be a council size of 11 comprising of 9+ general ward councillors to have two Māori ward councillors. At large councillors are additional and increase council size.
    - In Napier, a council size of 10 or under comprising of 9 or less general ward councillors allows for one Māori ward councillor. At large councillors are additional.
  - Most councils that have established Māori wards have one Māori ward.
  - One city-wide Māori ward in Napier is recommended. The ward name Te Whanga (The Great Harbour) is recommended by Mana Ahuriri and will be checked with a local group of Kaumatua.
  - Two Māori ward councillors are recommended.

### What is the Māori population in Napier?

3. Napier's Māori population is significant, constituting almost a quarter of Napier residents (24%).

| Napier's estimated overall population <sup>12</sup> | Napier's estimated Māori population |
|---|-------------------------------------|
| 67,500  | 16,500                              |

4. There's a particular calculation which determines the Māori electoral population<sup>13</sup>. Out of the 16,500 Māori population, 9,480 are the Māori electoral population. Of which, 4,884 residents are currently on the Māori electoral roll<sup>14</sup>.

<sup>12</sup> Refer Appendix B for population estimates.

<sup>13</sup> Local Electoral Act 2001, Section 5(1) – Māori electoral population – calculation based on the number of electors on the Māori electoral roll and proportions of those of Māori descent not registered and those under 18 years of age.

<sup>14</sup> Note, Māori residents can change which electoral roll they are on at any time except in the 3 months prior to the local government election.



5. As mentioned in section 1, the proportion of Napier's Māori electoral population out of its total electoral population is among the highest of city councils, comparable to Hamilton (15%), Porirua (14%), with Napier at 14%.

*Are there specific areas in Napier with a higher Māori electoral population?*

6. In the current ward structure, the highest percentage of Māori electoral population compared to total electoral population reside in Nelson Park ward and Onekawa-Tamatea ward.

|                      | % of Māori electoral population out of total electoral population |
|----------------------|---|
| Nelson Park Ward     | 26%   |
| Onekawa-Tamatea Ward | 16%   |
| Ahuriri Ward         | 7%  |
| Taradale Ward        | 7%  |

7. The following suburbs in Napier have among the highest percentage of Māori electoral population compared to the total electoral population.

|               |       |     |                      |
|---------------|-------|-----|----------------------|
| Maraenui      | 1,710 | 43% | Nelson Park Ward     |
| Marewa East   | 1,060 | 29% | Nelson Park Ward     |
| Onekawa South | 970   | 28% | Nelson Park Ward     |
| Onekawa East  | 470   | 25% | Nelson Park Ward     |
| Tamatea North | 450   | 24% | Onekawa-Tamatea Ward |
| Tamatea East  | 380   | 20% | Onekawa-Tamatea Ward |
| Pirimai East  | 420   | 17% | Nelson Park Ward     |

#### How are the number of Māori ward councillors calculated?

8. There's a particular formula in legislation<sup>15</sup>:

<sup>15</sup> Local Electoral Act 2001, Section 19V; Schedule 1A. Local Electoral Act 2001 sections 19Z to 19ZH, and Schedule 1A apply to establishing Māori wards.

## 2 Calculation of number of Māori and general ward members

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

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

where—

*nmm* is the number of Māori ward members

*mepd* is the Māori electoral population or estimated Māori electoral population of the district

*gepd* is the general electoral population or estimated general electoral population of the district

*nm* is the proposed number of members of the territorial authority (other than the mayor).

9. The number of any at large councillors and the Mayor is not taken into consideration in the above formula.
10. Introducing Māori wards in Napier means there has to be a minimum of one general ward in Napier. To calculate general wards, latest estimates of the general electoral population are used (this does not include the Māori electoral population). Any at large councillors under a mixed system are additional to that.
11. Napier's latest estimated population is 67,450<sup>16</sup>. Of which:
- 58,000 is the general electoral population estimate
  - 9,450 is the Māori electoral population estimate<sup>17</sup>.
12. Based on Napier's current council size of 12 councillors, there can be two Māori ward councillors.
13. The following showcases a range of possibilities for Napier:
- For a council with 5-10 councillors elected by wards, one of those councillors would be a Māori ward councillor.
  - For a council with 11-17 councillors elected by wards, two of those councillors would be Māori ward councillors.
  - For a council with 18-25 councillors elected by wards, three of those councillors would be Māori ward councillors.
  - For a council with 26-29 councillors elected by wards, four of those councillors would be Māori ward councillors.

### What are the considerations when introducing Māori wards?

14. The Local Government Commission has created guidelines for determining how to introduce Māori wards<sup>2</sup>. In considering fair and effective options for Māori wards, Councils should go through the following considerations:
- Step 1: Are all councillors elected from Māori wards and general wards **or** some councillors elected from Māori wards and general wards, and some elected at large?

<sup>16</sup> Using latest population estimates from Statistics New Zealand for estimated resident population as at 30 June 2023.

<sup>17</sup> For further breakdown of population estimates refer Appendix B.

- Step 2: How many councillors?
- Step 3: Number of Māori wards and configuration/naming.

15. Councils should consult with mana whenua and tangata whenua prior to formal consultation commencing. In the pre-consultation survey from Dec 2023:

- 40% provided a verbatim comment stating they would not want Māori wards to be established.
- 36% wanted at least one Māori ward.
- Respondents on the Māori electoral roll preferred two wards to be established, if two councillors elected (this was a very small sample size of n=42).

16. Since the survey officers have undertaken the following consultation:

- Council’s Te Waka Rangapū has been engaging with mana whenua throughout the pre-consultation period.
- Attendance at Mana Ahuriri’s Board meeting (February)
- Survey for mana whenua (March)
- Ngā Mānukanuka o te Iwi komiti - two seminars (Dec/June), one meeting (May)
- Wānanga (May)
- May pre-consultation provided opportunity for residents to give general feedback on all wards.

17. The following table shows who voters can vote for:

|   | Voters on Māori roll                | Voters on General roll              |
|---|-------------------------------------|-------------------------------------|
| General ward councillors  | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| Māori ward councillors  | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| At large councillors (if introduced)  | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
| Mayor   | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |
| Community board members<br><small>(if introduced this will apply only to voters who reside in the area the board represent)</small> | <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> |

**Step 1 - Are all councillors elected from Māori wards and general wards or some councillors elected from Māori wards and general wards, and some elected at large?**

18. For any Council that is introducing Māori ward(s) there are two bases of election:

- Ward-only
- Mixed system of ward(s) plus at large.

*Ward-only*

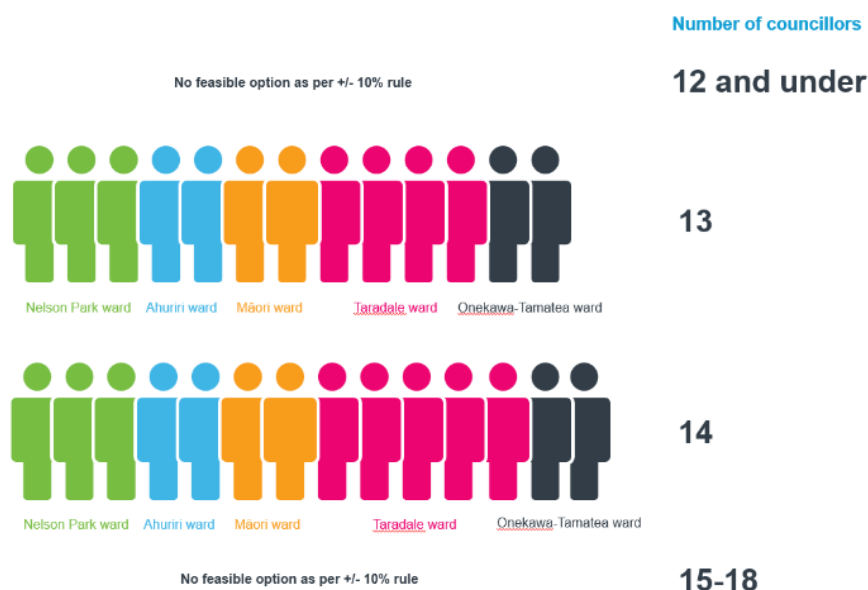
What does introducing Māori wards look like if retaining the current ward structure?

- 19. Using Napier’s current ward structure, the current number of councillors (12) cannot be retained once Māori ward(s) are introduced.
- 20. There are two options using Napier’s current ward structure and Māori ward(s) that fit within the +/-10% rule.
- 21. In both these options, Nelson Park has one less councillor due to the high percentage of Māori electoral population that live in that ward. However, the city gains two Māori ward councillors.

**Option 1:** 13 councillors in total including 11 general ward councillors and 2 Māori ward councillors. In this option, the only change from the current ward system is Nelson Park ward would have three councillors.

**Option 2:** 14 councillors in total including 12 general ward councillors and 2 Māori ward councillors. In this option, there are two changes from the current ward system which are Nelson Park ward would have three councillors and Taradale Ward would have five.

**Ward system – showcasing options for use of current ward structure plus Māori ward(s)**

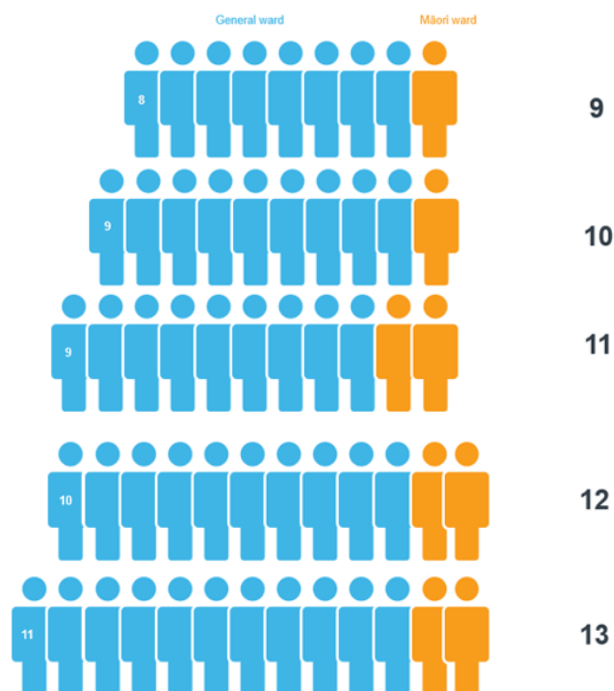


*If Napier moved from its current ward structure, what else could the general wards look like?*

- 22. The structure of the general wards could be:
  - a. Modification of current ward structure
  - b. Three general wards
  - c. Two general wards
  - d. One general ward across the whole city

e. Other.

23. General ward structures will be further discussed in other sections in the report. In any ward structure, if two Māori ward councillors are desired, then there needs to be a minimum of nine general ward councillors which means a minimum council size of 11.

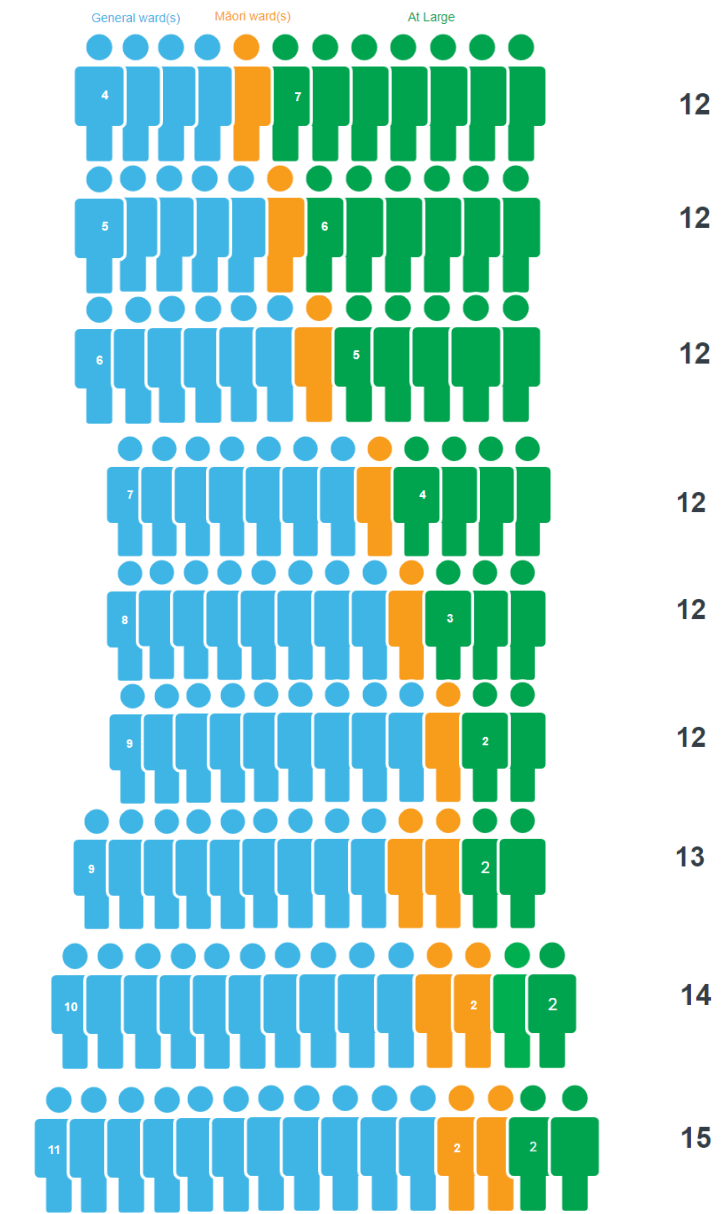


*Available options for mixed system*

- 24. In Napier, there has to be a minimum of five councillors elected by ward(s) – these can be general or Māori wards plus any at large councillors. All of the electoral population can vote for any at large candidates plus their respective ward candidates and the Mayor.
- 25. There is a trade-off when introducing Māori wards between Council size, the number of Māori ward councillors and whether to introduce at large councillors.
- 26. If only one Māori ward councillor is preferred, then there can be more at large councillors without increasing council size beyond the status quo. The benefit of this option is that everyone can vote for the at large councillors, however it comes at the expense of not having one dedicated Māori ward councillor.
- 27. If two Māori ward councillors are preferred, then a minimum of nine general ward councillors are required making a council size of 11, and any at large councillors are additional to that. When considering introducing at large councillors, a minimum of two is probably logical to cater for city-wide communities of interest. This would increase council size to 13+

depending on the number of at large councillors. The benefit of this option is that everyone can vote for the at large councillors, and the Māori roll electors can also vote for two Māori ward dedicated councillors.

28. The following diagram shows various options for including at large representation.



## Step 2 – How many councillors?

29. Napier could be between 10 and 14 councillors in total (this includes Māori ward councillors) and still retain a similar councillor-population ratio as other councils of similar sized populations. This means there could be one to two Māori ward councillors<sup>18</sup>.

## Step 3 – Number of Māori wards and configuration/naming

*What number of Māori Wards is possible in Napier?*

30. The number of possible Māori wards in Napier is contingent on the number of Māori ward councillors.

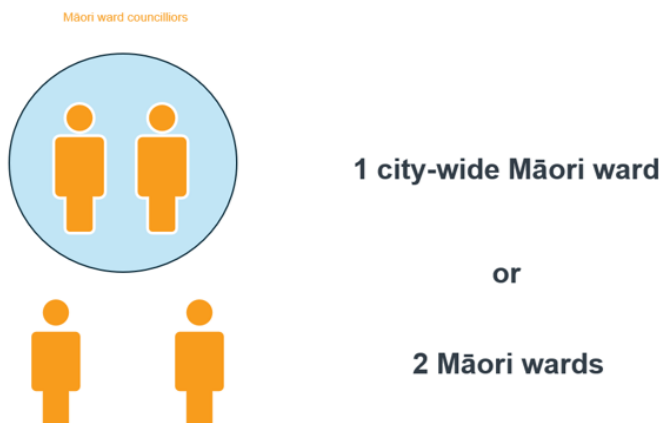
*One Māori ward councillor*

31. If there is one Māori ward councillor, then there is one Māori ward that the Māori ward councillor represents, and this member is elected by those on the Napier Māori electoral roll.

*Two Māori ward councillors*

32. If there are two Māori ward councillors, then the following options exist:

- a. **1 city-wide Māori ward** - Two Māori ward councillors cover the entire area of Napier as one city-wide Māori Ward. These councillors are voted in by everyone on the Māori roll in Napier and would represent the entire Māori electoral population.
- b. **2 Māori wards** - Two Māori Ward would be created covering different geographical areas of the city. Each Māori ward would elect one Māori ward councillor, who would represent the Māori electoral population in that ward.



33. Considerations:

One city-wide Māori ward

- Two Māori ward councillors.

<sup>18</sup> Refer to section 4 for more information on council size.

- Two councillors working together.
- Similar number of councillors to other wards in Napier.
- Collective responsibility.
- Easier selection process for voters.
- Reflects Napier as the rohe and takiwā of mana whenua.
- May not reflect geographically-based communities of interest for Māori residents.
- Most Councils that have introduced Māori wards have 1 ward with 1 or more Māori ward councillors.
- Feedback from mana whenua groups and wananga suggest one Māori ward is the preference.
- Provides Māori roll electors with more options to choose from when voting.
- There may be a perception that candidates elected by a larger pool of voters may have increased legitimacy compared if they were elected with votes split across wards.

#### Two Māori wards

- Single member wards:
- Dedicated councillor for ward residents to contact.
- Might get uneven numbers of candidates in each ward.
- Higher likelihood of a candidate being elected unopposed.
- Potential for no candidate to stand in a particular ward.
- Considered three options that comply with prescribed formula of +/- 10% rule.
- Two options discounted as did not reflect communities of interest.<sup>19</sup>
- Potential for very low voter turnout in one of the wards.
- Feedback from pre-consultation survey was 43% of those on the Māori electoral roll in favour of two Māori wards (however this was a very small sample size).

34. In considering whether to have one Māori Ward or two Māori wards, communities of interest for Māori and fair representation must also be considered.

#### Māori Communities of Interest

35. The Māori population of Napier are distributed across the city, however there are larger numbers of the Māori Electoral Population in the suburbs of Maraenui, Onekawa South and East, Marewa East, and Pirimai East, which are all within the current boundaries of the Nelson Park Ward.

36. Napier does not have any active traditional marae within its boundaries. There are two urban marae (one in Taradale and one in Onekawa) and two private marae (one in Greenmeadows and one in Onekawa).

37. Napier City has two Post Treaty Settlement Groups, Mana Ahuriri Trust and Maungaharuru-Tangitū Trust, and one hapū trust, Ngāti Pārau.

38. There is a Maraenui Bilingual School in Maraenui, and Te Kura Kaupapa Māori school, Te Ara Hou, in Onekawa.

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<sup>19</sup> Refer to page 29 onwards <https://www.napier.govt.nz/assets/Uploads/Council-Workshop-Options-Report.pdf>



39. The rohe or takiwā of Napier's mana whenua is Ahuriri / Napier City.
40. Feedback from mana whenua has indicated that Ngā Mānukanuka o te Iwi komiti is effective in bringing a Māori lens to council work and projects of significance to Māori communities of interest.
41. Mana whenua groups have indicated that if there is more than one Māori ward councillor they will work better as a team across the city, rather than being split into individual wards. Also, as the Māori population live across the city Māori councillors will have whānau and stakeholder connections who will engage with them across the city.

### **Fair representation if establishing two or more Māori wards**

42. Three of the two Māori wards options, that accord with the +/-10% rule, were presented at the community wānanga and to the Council workshop. Two of the options, such as North/South split and East/West split are unlikely to meet the test of effective representation as they do not logically group communities of interest. One option brings together the wards that share more commonalities e.g. Onekawa-Tamatea and Nelson Park wards, and Ahuriri and Taradale wards. Suburbs with the highest percentage of Māori electoral population (from 21% through to 76%) are grouped into one ward.

#### *How have other councils configured Māori wards?*

43. For city and district councils that have established Māori wards, most have created one Māori ward:
- a. Across all six city councils with Māori wards, each has one Māori ward even if they have two Māori ward councillors.
  - b. Across the 23 district councils with Māori wards, the majority have one Māori ward
    - 19 district councils have one Māori ward
    - Three district councils have two Māori wards
    - One district council has three Māori wards.

#### *What factors should be considered when naming a ward?*

44. Councils should be guided by mana whenua when considering names for Māori wards.
45. Each ward must be named, whether it is a Māori ward or a general ward, with the following naming convention:
- [name of ward] general ward
  - [name of ward] Māori ward
46. This means that a local authority could theoretically have the same name for both a general ward and a Māori ward, e.g. Wairoa general ward, Wairoa Māori ward.
47. Mana Ahuriri has recommended a ward name of Te Whanga, meaning the great harbour. Reasons being:

- Reference to Te Whanganui ā Orotū (Napier's inner harbour)
- Shortened version easier for everyone to remember and less likely to mispronounce.

*Recommended configuration of Māori wards in Napier*

48. Officers recommend, based on the following, establishing one city-wide Māori ward with two Māori ward councillors, named Te Whanga:
- The rohe or takiwā of Napier's mana whenua is Ahuriri (Napier).
  - Napier is geographically very small.
  - Napier's Māori electoral population is spread across the city, with higher proportions in certain wards.
  - Mana whenua groups have indicated they prefer a city-wide ward with two Māori ward councillors.
  - Most other councils with Māori wards have one ward, even if they have multiple Māori ward councillors.
  - Māori ward councillors can work together well in a city-wide ward.
  - Napier's Māori population constitutes one quarter of the city's population.
  - When the decision to have Māori wards was undertaken, Council indicated that, based on the current council size, there could be two Māori ward councillors.
49. This recommendation means there will be a minimum of nine general ward councillors and a total council size of 11. If Council opts for a mixed system, any at-large councillors would be in addition to the 11, thereby increasing the overall council size.
50. Ngā Mānukanuka o te Iwi komiti have advised preference for one city-wide Māori ward with two Māori ward councillors and directed Te Waka Rangapū to take the suggested name for the Māori ward and any other wards that use te reo Māori names, to the local group of Kaumatua for endorsement.

## Section 3 – What are Napier’s ‘communities of interest’?

1. The purpose of this section is to:
  - a. outline what Napier residents consider to be their community of interest
  - b. describe changes to communities of interest in current ward structure
  - c. discuss considerations for altering ward representation.

### Key points

2. The key points of section 2 are:
  - Napier is not a homogenous community. It encompasses a wide spectrum of deprivation and socio-economic statistics.
  - Napier is geographically small, most residents reported feeling connected to multiple communities of interest and also sites and services available across the city.
  - The differences between the current wards can be seen in various council reports, such as satisfaction ratings with council services, residents’ perception of their ward area, and political interaction with the Council.
  - The Ahuriri ward and Taradale ward share similar socio-demographic statistics as well as higher voter turnout, and have higher ratings for considering their neighbourhood is a good place to live.
  - The Onekawa-Tamatea ward and Nelson Park ward share similar socio-demographic statistics as well as lower voter turnout, and generally lower ratings including satisfaction with council services, and although they mostly consider their neighbourhood as a good place to live, they have lower ratings than Taradale/Ahuriri wards.
  - The suburbs of Meanee-Awatoto, Bay View and Poraiti Hills are distinct in terms of land use being rural/semi-rural in nature. Maraenui has the highest deprivation in Napier.
  - Due to the lack of recent statistics at a more granular level than wards, it is challenging to offer detailed commentary on specific areas within wards that may have experienced more significant changes since the 2018 census.
  - Appropriate ward representation needs to be considered for the residents in high deprivation areas.

### What is a ‘community of interest’?

3. One definition of ‘community of interest’ describes it as a three-dimensional concept:
  - Perceptual – a sense of belonging to a clearly defined area or locality, distinctive physical and topographical features, local history, demographics, economic and social activities;
  - Functional – ability of the area to meet the needs of communities for services, such as shopping areas, local schools, community and recreational facilities, employment, transport and communication links; and
  - Political – the ability of the elected body to represent the interests and reconcile the conflicts of all its members.

4. As previously stated, a comprehensive analysis of Napier's communities of interest was carried out in 2018. This section seeks to identify if there have been significant changes to the 2018 findings<sup>20</sup>.

### What do Napier residents identify as their community of interest?

#### Napier City as a community of interest

5. Napier has a small geographic area of 105.6 km<sup>2</sup> with approximately 67,500 residents and is made up of diverse groups of people.
6. Due to Napier's small land mass many residents identified in pre-consultation that they feel connected to multiple communities of interest, and also sites and services available across the city. 55% identified Napier City as their community of interest, which is a drop of 13% since 2018.
7. The Hawke's Bay region has been significantly impacted by Cyclone Gabrielle. The impacts on Napier have been on property, mental health, physical health and other negative experiences, such as job losses, disruption to daily life and affected family members. Results from a community survey in 2023 found 84% of respondents reported negative impacts from Cyclone Gabrielle, being a larger perceived negative impact than the Covid-19 emergency in 2020. 47% of respondents believed their quality of life had declined and feelings of safety had declined by 24%. However 69% of respondents intended to stay living in Napier and this is in part attributed to strong community resilience and social connections and community unity experienced by respondents.
8. Key findings from the pre-consultation are:
  - A number of respondents identified that geographical features across the city give a strong sense of belonging, such as the Marine Parade and ocean proximity being cited by 34%, followed by Art Deco being cited by 16%.
  - The sense of belonging to the city as a whole was particularly high in Poraiti (80%), Onekawa (75%), Meeanee-Awatoto-Te Awa (74%), Pirimai (67%), Napier Hills (65%) and Napier South (54%). However, this sense of belonging with the city did not translate into a strong preference for a at large system except for Onekawa (33%) and Meeanee-Awatoto-Te Awa (25%), who selected at large as their preferred electoral system. Bay View residents were 55% in favour of an at large system despite only 26% reporting a sense of belonging to the city.
  - Respondents from several areas highlighted connectivity, both across Napier and with neighbouring Hastings as important.

<sup>20</sup> Refer to [https://napier.infocouncil.biz/Open/2018/03/FC\\_20180320\\_AGN\\_281\\_AT\\_WEB.htm](https://napier.infocouncil.biz/Open/2018/03/FC_20180320_AGN_281_AT_WEB.htm) for the 2018 report

- When looking at Māori pre-consultation participant views only, Napier City is identified as their community of interest by 44% of respondents, but this was a small sample size.

### **Current electoral wards as communities of interest**

9. Key findings from the pre-consultation are:
  - 5% of respondents felt a sense of belonging to the ward they live in. This is an increase from less than 1% in 2017.
  - The ward system was the most preferred electoral system (32%) up from 12% in 2017. Ward arrangements were more often preferred in Westshore, Napier South, and Taradale.
  - 70% of respondents correctly identified the ward they are living in.
  - 39% of respondents agreed they feel well-represented with the current representation arrangements, 28% disagreed, and 33% stated 'neither agree nor disagree'. Respondents from Ahuriri, Marewa and Tamatea were more likely to feel unrepresented.
  - Half of respondents (49%) indicated that no boundary changes are necessary if wards are retained to reflect communities of interest and 44% agreed that some changes are needed.
  - Respondents from Nelson Park and Onekawa-Tamatea wards (especially the Marewa and Pirimai suburbs) were more likely to agree that ward boundary changes are required to reflect communities of interest. The primary suggested change aligned with the reasons for feeling unrepresented, calling for councillors to be more visible, improved communication and community engagement.
10. There is a wealth of ward-level information available. For example, the Council conducts several resident surveys, such as the resident satisfaction report and Social Monitor Report, which reports based on the current ward structure. Voter turnout results are also calculated by wards. Some surveys provide results at a suburb level, but these often have much smaller sample sizes and should be treated with caution due to the higher margin of error.
11. Analysing data from each ward reveals distinct differences and highlights communities of interest unique to each ward. The current ward structure broadly accommodates communities of interest in Napier. However, the lack of detailed, up-to-date information at a level lower than wards may obscure certain statistical area units, suburbs, or meshblocks within the wards, which might equally or better fit within another ward.
12. From the social monitor report in 2023, there are differences between the wards, such as the following shows:

|      |                   | Neighbourhood is a good place to live |      |                   | Sense of pride | Neighbourhood has everything needed |
|------|-------------------|---------------------------------------|------|-------------------|----------------|-------------------------------------|
| Ward | Ahuriri           | 82%                                   | Ward | Ahuriri           | 68%            | 52%                                 |
|      | Onekawa - Tamatea | 72%                                   |      | Onekawa - Tamatea | 52%            | 56%                                 |
|      | Nelson Park       | 67%                                   |      | Nelson Park       | 48%            | 43%                                 |
|      | Taradale          | 90%                                   |      | Taradale          | 70%            | 64%                                 |

### Key changes/new findings in the Taradale ward since 2018

#### 13. Perceptual

- In light of Cyclone Gabrielle there is a high degree of social connection in the Taradale Ward.
- Taradale ward has risen to the highest percentage of self-employed or business owner residents from second highest in 2018. A 9.1% increase.
- There is a low employment rate in Taradale ward and the highest percentage of people with no qualifications. This could be due higher numbers not being in the labour force as almost half of Napier residents aged 65+ live in this ward.
- This ward has the highest level of home ownership.
- The population in Taradale ward has increased by approximately 2,070 (an additional 8%) since the 2018 census.
- The NCC Social Monitor survey found Taradale residents have a high sense of pride in their neighbourhood (76% compared to 61% Napier), they felt people in their community take care of one another, and they felt accepted by the community in Taradale.
- The NCC Social Monitor survey found roughly half of Taradale residents felt their community could cope after a major event or disaster, they feel safe in Napier and were concerned about the impacts of climate change.

#### 14. Functional

- There are new major housing developments in Guppy Road, Parklands Residential Estate, Te Awa Estates and on the Taradale Hills.
- There are several privately owned retirement villages and four Council senior housing villages.
- Council provides for the following shared facilities: Greenmeadows East Hall, Meeanee Indoor Sports Centre, Meeanee Memorial Hall, Taradale Community Rooms, Taradale Town Hall, and Taradale Plunket Rooms (unused at present).
- Taradale Village Shopping Centre is the second largest town centre in Napier. Greenmeadows also has a shopping area including a large supermarket.
- Major features of the area include:
  - Eastern Institute of Technology (Taradale Campus),
  - Recreational: Dolbel Reserve, Ōtātara Pā Historic Reserve, Riverside Park, Tareha Recreational Reserve, Bledisloe Park, Sugar Loaf/Tironui Reserve,

Taradale Park, Lance Leikis Reserve, Park Island Recreation Ground, Anderson Park, Taipo Stream Walk, Forward Street Reserve, Missionview Reserve Playground, Meeanee Indoor Sports Centre, Maraenui Golf Club, Beach Domain, Papakura Domain.

- Taradale Town Hall, Meeanee Memorial Hall, Greenmeadows East Community Hall.
- Mission Estate Winery, Church Road Winery, Brookfields Vineyards
- Taradale High School, Taradale Intermediate, St Joseph's Māori Girls' College, Taradale Primary School, Greenmeadows Primary School, Arthur Miller School.
- the Main Outfall Channel.
- Several cemeteries including Western Hills, Wharerangi Lawn, and Taradale Cemetery.
- Findings from the annual Resident Satisfaction Survey found overall 57% of Taradale ward residents are satisfied with Council's performance in a number of areas, but notably with the cycleways, kerbside rubbish collection, cemeteries, animal control, freedom camping, libraries, parks and reserves, playgrounds, gardens, and sports fields.
- The annual Resident Satisfaction Survey also found Taradale Ward had low satisfaction with Council swimming pools and drinking water.

#### 15. Political

- The Taradale ward is the most engaged and feels well represented.
- Community groups operating to service the ward known to Council include: Tait Social Drive; Jervoistown Residents Group; Taradale Marketing Association. Taradale Residents Association relaunched in 2019.
- This ward with Ahuriri Ward has the highest voter turnout for the Local Government elections for 2019 and 2022. 52% compared to the average of 44% across the other wards.
- 87% of respondents in the pre-engagement survey named their ward correctly, and the ward system was most preferred by respondents.
- 42% of respondents in the pre-engagement survey felt represented, with 25% saying they did not feel represented.
- Findings from the annual Resident Satisfaction Survey for democracy and governance, show Taradale residents had similar satisfaction ratings to the overall results for Napier. For example, approximately half of residents are happy with Council's efforts in keeping people informed and with Council's provision of opportunities for people to have their say. 43% of Taradale residents were satisfied with Council leadership (42% of Napier residents overall).

#### **Key changes/new findings in the Ahuriri ward since 2018**

#### 16. Perceptual

- In light of Cyclone Gabrielle there is a high degree of social connection reported in the Ahuriri Ward.
- Ahuriri ward has fallen from the highest percentage of self-employed or business owner residents in 2018 to the second highest, and the highest percentage of residents with income from interest, dividends, rent, other investments; and wages, salary, commissions, bonuses in 2018 to the third highest.
- Ahuriri ward has fallen to having the second highest percentage of residents with University degrees from the highest in 2018.
- Respondents to the 2023 pre-engagement survey in this ward noted the Napier/Hastings connection as important to their sense of belonging.
- The population of this ward is estimated to have increased by approximately 780 people since the 2018 census. A 7.6% increase.
- The NCC Social Monitor survey found Ahuriri residents have a high sense of pride in their neighbourhood (77% compared to 61% Napier), they felt people in their community take care of one another, and they felt accepted by the community in Ahuriri.
- This ward has the highest level of concern of all wards about climate change.
- The NCC Social Monitor survey found roughly half of Ahuriri residents felt their community could cope after a major event or disaster and 60% said they felt safe in Napier.
- Rough sleepers are predominantly found in the CBD, and along the Marine Parade, of which part is in this ward. Anti-social behaviour is more likely in the CBD.

#### 17. Functional

- Council provides for the following shared facilities: King Georges Hall.
- Retail: Part of Napier's town centre, Ahuriri shopping centre, small Bayview and Westshore shops.
- Major features of the area include:
  - Industry: Port of Napier, Hawke's Bay Airport.
  - Recreational: Napier Botanical Gardens, Gleeson Park, Ahuriri Park, Perfume Point Recreation Reserve (East Pier), Spriggs Park, Ahuriri Coastal Boardwalk, Ahuriri Estuary/ Te Whanganui a Orotū and walk, Inner Harbour, Westshore Lagoon, Northern Pond (Watchman Road Reserve), the Esk River, Westshore Wildlife Reserve, Marine Parade Beach, Beach Domain, Mataruahou which incorporates Bluff Hill Domain, Sturm's Gully Reserve, Tiffen Park, Centennial Gardens, Bluff Hill Lookout.
  - Napier Conference Centre, Napier Municipal Theatre, Hawke's Bay Museum & Art Gallery, Ocean Spa, Tom Parker Fountain, Bluff Hill War Memorial, Floral Clock, Pania of the Reef Statue, Petane War Memorial Domain, King George Hall.
  - Crab Farm Winery, Esk Valley Estate (winery), Wishart Estate Winery, and the West Quay entertainment area.



- Sacred Heart (Girls) College, Napier Girls' High School, Central School Primary, Westshore Primary, Port Ahuriri Primary, Eskdale Primary/Intermediate School.
- Industrial area north of Prebenson Drive
- A large privately owned retirement village – Princess Alexandra
- Hospital and Bluff Hills (Mataruahou) is now a Tsunami Evacuation area, with residents encouraged to prepare to host non-hill residents in the wake of an emergency.
- Findings from the annual Resident Satisfaction Survey found overall 51% of Ahuriri ward residents are satisfied with Council's performance in a number of areas, despite a slight decline in satisfaction from the previous survey. Notably they were satisfied with the sports fields, gardens, kerbside rubbish collection and parks and reserves.

### 18. Political

- Community groups operating to service the ward known to Council include: Westshore Residents Association; Ahuriri Business Association, Tangitū Bay Watch Community Resilience Group, King Georges Hall Board, Napier City Business Inc.
- This ward with Taradale ward has the highest voter turnout for the Local Government elections for 2019 and 2022. 51% compared to the average of 44% across the other wards.
- 75% of respondents in the pre-engagement survey named their ward correctly, and the ward system was most preferred by respondents.
- 41% of respondents in the pre-engagement survey felt represented, with 26% saying they did not feel represented.
- Findings from the annual Resident Satisfaction Survey for democracy and governance, show Ahuriri ward residents had higher satisfaction ratings to the overall results for Napier. Roughly half of residents were satisfied with Council's provision of opportunities for people to have their say, and 58% were happy with Council's efforts in keeping people informed, and 46% were happy with Council leadership.

### **Key changes/new findings in the Onekawa-Tamatea ward since 2018**

#### 19. Perceptual

- Telecommunication links have improved in this ward since 2018, with household access to cellphones at 91% and internet at 83%, which is similar to the Napier City average.
- This ward has the lowest religiosity in Napier.
- The population of this ward is estimated to have increased by approximately 910 people since the 2018 census. An 8.75% increase.
- The NCC Social Monitor survey found roughly half of the Onekawa-Tamatea Ward residents felt safe in Napier and were concerned about climate change.

- The NCC Social Monitor survey found Onekawa-Tamatea residents had lower statistics than the Napier average e.g. 52% (61% Napier) of the Onekawa-Tamatea Ward residents felt a sense of pride with their neighbourhood and 60% felt people in their neighbourhood take care of one another (68% Napier). 68% felt accepted by their community (77% Napier).
- Only 37% felt their community could cope after a major event or disaster (45% Napier).

## 20. Functional

- Council provides for the following shared facilities: Onekawa Plunket Rooms
- Retail: Onekawa Shopping Centre, Tamatea shops (including a supermarket), Pirimai shops, League Park.
- There is a new retail center in this ward, with the development of The Crossing Industrial Park.
- Major features of the area include:
  - Tamatea Park, Essex Street Reserve, Lesser Park, Norfolk Street Reserve, Tamatea Circuit Walk, Napier Aquatic Centre, Onekawa Park, Humber Street Reserve, Pirimai Park, Marewa Park, Alexander Park, Marewa Walk.
  - Onekawa industrial area
  - Marewa Art Deco quarter, north of Kennedy Road
- Tamatea Primary, Tamatea Intermediate, Tamatea High School, Onekawa Primary School, Porritt Primary School, and St Patricks School
- 3 Council retirement villages
- Findings from the annual Resident Satisfaction Survey found 52% of Onekawa-Tamatea Ward residents are satisfied with Council's performance in a number of areas, most notably kerbside rubbish collection and parks and reserves.
- The annual Resident Satisfaction Survey also found Onekawa-Tamatea Ward had very low satisfaction with drinking water, and low satisfaction with parking in the CBD, stormwater and swimming pools.

## 21. Political

- Community groups operating to service the ward known to Council include: Pirates rugby club, and the Pirimai Residents Association.
- This ward had slightly lower voter turnout for the Local Government elections 2019 and 2022 than the rest of Napier (42% versus 44% average).
- 83% of respondents in the pre-engagement survey named their ward correctly, and the at-large system was most preferred by respondents, closely followed by the ward system.
- 41% of respondents in the pre-engagement survey felt represented, with 29% saying they did not feel represented.

- The Annual Resident Survey found roughly half of Onekawa-Tamatea Ward residents were satisfied with Council's efforts in keeping people informed and were satisfied with Council's provision of opportunities for people to have their say.
- Findings from the annual Resident Satisfaction Survey for democracy and governance, show Onekawa-Tamatea ward residents had similar satisfaction ratings to the overall results for Napier. 47% satisfied with Council's provision of opportunities for people to have their say (50% Napier), 51% satisfied with Council's efforts in keeping people informed (50% Napier), and 44% satisfied with Council leadership (42% Napier)

### **Key changes/new findings in the Nelson Park ward since 2018**

#### **22. Perceptual**

- Has the three highest ranked deprivation suburbs within its boundaries.
- Rough sleepers are predominantly found in the CBD and along the Marine Parade, of which part is in this ward. Anti-social behaviour is more likely in the CBD.
- The population of this ward is estimated to have increased by approximately 1,800 people since the 2018 census. 9.6% increase.
- The NCC Social Monitor survey found Nelson Park residents had lower statistics than the Napier average e.g. 71% reported less a majority felt accepted by the community in Nelson Park (77% Napier), 65% felt that people in their community take care of or provide help for one another (68% Napier), and 60% were concerned about climate change. 55% felt safe (56% Napier). 48% felt a sense of pride within their neighbourhood (61% Napier).
- The NCC Social Monitor survey found only 39% thought their community could cope after a major event or disaster (Napier 45%).

#### **23. Functional**

- This ward has five Council housing villages within its boundaries. During the LTP deliberations in 2024, Council agreed to divest three social villages (Nelson Place, Wellesley Place, and Carlyle place).
- Marewa shopping centre in this ward has increasing anti-social behaviour.
- Respondents to the 2023 pre-engagement survey in this ward noted bus routes as important to their sense of belonging.
- Council provides for the following shared facilities: Pukemokimoki Marae, Chapman Pavilion, Graham Lowe Stand, Rodney Green Centennial Centre.
- Retail: Napier's town centre, Marewa Shopping Centre, Maraenui Shops and Pirimai.
- Major features of the area include:

- Marine Parade Beach, Beach Domain, Nelson Park, Marine Parade Foreshore Reserve, May & Peter Harris Playground, Clive Square, the Soundshell, Par 2 Mini Golf, National Aquarium of New Zealand, McLean Park, Beach Domain, Centennial Event Centre, Chapman Pavilion, Graeme Lowe Stand, Kennedy Park, Whitmore Park, Alexander Park, Te Awa Park, Allen Berry Avenue Reserve, Fitzgerald Place Reserve, the character area of Napier South
- Part of the CBD
- The Art Deco suburb of Marewa
- Maraenui
- Nelson Park Primary, Napier Intermediate, Napier Boys' High School, Te Awa School, Marewa Primary, Richmond School, Henry Hill, William Colenso College, Marenui Bilingual, Te Kura Kaupapa Māori o Te Ara Hou.
- The Annual Resident Survey found Nelson Park had the highest satisfaction with Council swimming pools and were very happy with cemeteries and kerbside rubbish collection.
- The Annual Resident Survey found Nelson Park residents were not satisfied very satisfied with Council leadership, roads, and stormwater.

#### 24. Political

- Community groups operating to service the ward known to Council include: Maraenui Donations, Tu Tangata Maraenui Trust, The Koha Shed, Menz Shed, The Pod, Pirimai Residents Association.
- This ward had the lowest voter turnout for the Local Government elections from 2019 to 2022. (32% versus 44% on average across all the wards).
- 33% of respondents in the pre-engagement survey named their ward correctly, and the ward system was most preferred by respondents.
- 34% of respondents in the pre-engagement survey felt represented, with 32% saying they did not feel represented.
- Findings from the annual Resident Satisfaction Survey for democracy and governance, show Nelson Park ward residents mostly had lower satisfaction ratings to the overall results for Napier. Council leadership 38% (42% Napier), Council's efforts in keeping people informed 43% (50% Napier); Council's provision of opportunities for people to have their say 52% versus (50% Napier).

#### **Individual suburbs as communities of interest**

25. Although it typically only takes 10 minutes or less to drive from any suburb in Napier to reach the CBD, the suburbs of Bayview, Meeanee, Awatoto, and Poraiti Hills could be described as geographically isolated. These suburbs have distinct land use compared to rest of Napier in that they include rural and semi-rural land use. Specific representation for these areas could be considered.

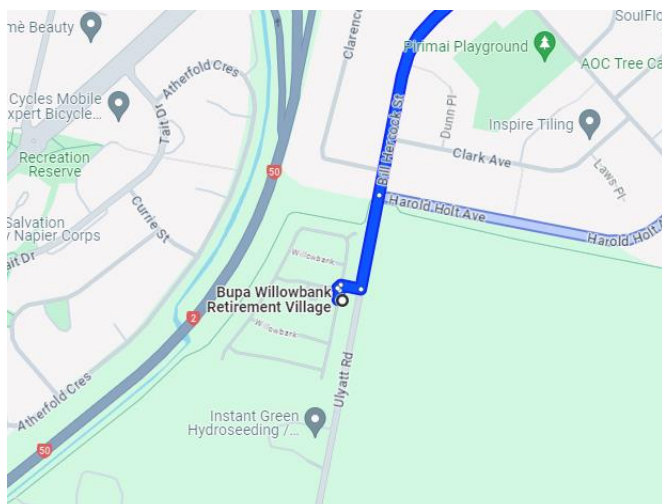
26. Maraenui is a distinct community of interest due to its high deprivation and unique needs. This is discussed further in the section on community boards.
27. Key findings from the pre-consultation are:
- 26% of respondents felt most connected to the suburb they live in. This is an increase of 7% from 2018.
  - Bayview, Westshore and Ahuriri respondents were more likely to express a sense of belonging to their local area.
  - Across different neighbourhoods, a strong emphasis on community ties is evident, with Family/Friends, Local Associations/Clubs (15%), and Church Activities being common threads. This highlights the interconnectedness of Napier's residents and their commitment to fostering a sense of belonging together.

**Are there any changes to the current ward structure which would better represent communities of interest?**

28. No ward structure is going to perfectly accommodate all communities of interest. Sometimes, the various components that define a community of interest may not align. For instance, perceptual components like a sense of belonging or socio-economic demographics might not coincide with functional communities of interest.

**Some comments can be made about the current ward structure:**

29. **Māori Wards:** The establishment of Māori wards has been agreed upon. While this adds another ward, it provides specific representation for Māori, who constitute nearly a quarter of Napier's population, acknowledging them as a city-wide community of interest.
30. **Taradale's current ward structure:** The Taradale ward is broad, encompassing recent and proposed developments in Napier. Due to road connectivity, these developments generally have easier access to the city rather than to Taradale.
31. Shares similar socio-economic statistics to Ahuriri ward.
32. **Potential reconfiguration** – to bring the recent and new developments in Parklands, Te Awa, Poraiti Hills within the Ahuriri ward.
33. *Te Awa developments* - being closer to the city than Taradale, do not fit neatly within this ward. In the pre-consultation survey, 0% of respondents in the Meeanee-Awatoto-Te Awa area felt connected to their ward. They also reported among the highest as having a sense of belonging with the Napier city Meeanee-Awatoto-Te Awa (74%).
34. Some semi-rural areas like Meeanee may be functionally closer to Taradale than other wards. For example, councillors have discussed where Bupa Willowbank Retirement Village, currently sitting in Meeanee, best sits. Some councillors have advocated for it to remain in Taradale ward, and others believe it should be moved to the Nelson Park ward. It is a 2 min car journey to Pirimai shops, an 8 minute car journey to Taradale shopping centre (which has more amenities than Pirimai) and a 10 min car journey to the CBD (which has the most amenities).



### 35. Ahuriri's current ward structure:

- **Coastal Suburbs:** Includes some of Napier's coastal suburbs, but not all. Potential case for incorporating all coastal areas into one ward due to future climate change impacts.
- **CBD Division:** The CBD is split between this ward and the Nelson Park ward; consolidating the CBD into one ward would be logical. Given the key industry inclusions of airport and so forth (see below) in Ahuriri ward, it could make sense for the whole CBD area to be part of this ward.
- **Key Inclusions:** Encompasses the Seaport, Airport, and part of the Onekawa West industrial area.
- **Potential Expansion:** Could include:
  - the remaining industrial areas in Onekawa West and Awatoto.
  - the recent and proposed developments around the city such as Te Awa developments, Mission Hills, Parklands could be consolidated in this ward as functionally residents have easy access to the CBD, and are more likely to think of Napier as their community of interest Poraiti 80%, Meeanee-Awatoto-Te Awa 74%, Bay View had strongest belonging to their own suburb but most respondents in favour of an at large system.
  - McLean Park and Napier Central.
- Shares similar socio-economic statistics with Taradale ward.

36. **Onekawa-Tamatea Ward:** This ward spans a range of deprivation levels, from very high to low. The Tamatea suburbs are physically close to Greenmeadows and its facilities, whereas Onekawa/Marewa is separated from Tamatea by the expressway.

- **Onekawa:** This area is split across multiple wards.
  - A small area of Onekawa, including Onekawa Central and part of Onekawa West (mainly industrial), is in the Onekawa-Tamatea ward, totalling approximately 1,870 residents.
  - 5,300 residents are in the other parts of Onekawa and in the Nelson Park ward (Onekawa East with 1,800 people and Onekawa South with 3,500 people).
  - Part of the industrial Onekawa West is within the Ahuriri ward.
- **Onekawa Central:** This area has its own shopping centre and schools nearby, making it less likely for residents to go to Tamatea for services.

- **Suburbs from Tamatea down to Marewa West:** This ward also includes suburbs down to Marewa West. Functionally, Marewa West and Tamatea do not share much in common. There are also lower deprivation statistics in Onekawa Central and Marewa West. Marewa West is close to the Marewa shops and multiple schools, making it unlikely for residents to need services in Tamatea. It is also right next to the CBD.
- **Pirimai:** This area is split across the Onekawa-Tamatea and Nelson Park wards, with an active resident's association across Pirimai.
- **Potential reconfiguration**
  - could consider Tamatea as its own discrete community of interest. Could be merged with Greenmeadows as right next to it and functionally can use the services there. Pirimai could be combined and sit in Tamatea ward however the expressway does cut between Pirimai West and East. Onekawa Central/Marewa West both very close to the CBD and share less deprivation could be merged into Ahuriri ward.
  - Onekawa-Tamatea ward shares similar statistics overall with Nelson Park ward and could be combined.

37. **Nelson Park Ward:** This ward has the highest concentration of high deprivation areas and includes some coastal areas. It contains most of the CBD and extends across the high deprivation suburbs, though there are lower deprivation areas around Georges Drive. The inclusion of the CBD in this ward is likely due to the high deprivation levels in the CBD, as indicated by the deprivation map, however the facilities in the CBD area are used by all residents in Napier.

- This ward shares similar socio-economic statistics and ratings as Onekawa-Tamatea ward in comparison to Taradale and Ahuriri wards. However, this ward typically has the lowest ratings.
- **Potential reconfiguration:** coastal areas and CBD move to Ahuriri ward. The remainder of the ward could be combined with Onekawa-Tamatea ward.
- **Te Awa developments:** at the Council workshop, Councillors requested officers to model moving Te Awa developments into the Nelson Park ward, due to its proximity to Nelson Park ward and that residents do not feel connected with the Taradale ward. Te Awa developments consist of mid to upper range residential and are unlikely to share the same socio-economic statistics as the rest of Nelson Park. Te Awa residents feel connected to the city as a whole.

**When considering options for ward representation there are some things which need to be considered:**

38. There are identifiable communities of interest across Napier; characterised by diverse demographics, access to facilities and community representation.
39. Of these communities of interest, most can be identified within suburbs.
40. The current ward structure largely groups together suburbs that share commonalities. However there can be arguments made for moving suburbs from one ward to another on the basis of communities of interest. Any changes though have to be considered holistically and within fair representation rules.

41. There are some suburbs that show a particular distinctness and do not necessarily fit completely within any ward structure (Maraenui, Poraiti, Bayview, and Meeanee/Awatoto). However, there are commonalities with other suburbs under the current ward structure.

#### **Avoiding arrangements that may create barriers to participation.**

42. Voters in high deprivation areas, such as the suburbs of Maraenui, Onekawa South/East, and Marewa East (see Appendix A), need adequate representation in a ward structure. Māori wards can help represent the high Māori population in these areas, but there is also a significant general electoral population that needs representation. Relying solely on one general ward and one Māori ward is unlikely to provide sufficient representation for high deprivation areas. At a minimum, there should be two general wards.
43. Community Boards offer another method for providing dedicated representation to these areas. Additionally, Council strategies and initiatives (listed in Appendix B) aim to eliminate barriers to engagement with the Council for specific groups. Council Committees, Sub-Committees, and Working Groups (listed in Appendix C) also play a role in enhancing representation and participation.

#### **Accessibility, size and configuration of the area.**

44. Although Napier is geographically small, geography alone may not inhibit access to the Council. Data indicates differences in residents' ability to access Council services. For example, some residents face barriers such as transport and telecommunications access.
45. There are facilities and services spread out around Napier. There are city-wide facilities like McLean Park, EIT, Municipal theatre, CBD and then more localised facilities such as primary schools, local halls and shopping areas.
46. The overall small size of Napier and the ability for residents with cars to quickly move from one area to another means that for most Napier residents, there may not be a strong rationale for ward-specific representation based on functional communities of interest alone. However, residents without easy means of transportation are more likely to be functionally connected to their local area. Typically, these residents live in high deprivation areas, making it more justifiable to consider specific representation for these functional communities of interest. Therefore, representation for high deprivation areas is warranted.
47. As outlined in section 1, Napier has more wards than other city councils. A key question is whether, based on functional communities of interest alone, the majority of Napier's residents—who have access to cars and can travel from any suburb to the city in 10 minutes or less (with most suburbs being only 6 minutes from the CBD)—truly need specific ward representation.

#### **Not grouping together two or more communities of interest that have few common interest**

48. There are some suburbs in Napier which have very distinct characteristics such as Bayview, Poraiti Hills and Meeanee-Awatoto suburbs, which could be considered geographically isolated from the rest of Napier City. If they are grouped with their closest neighbouring



suburbs, they may not be considered a fit. However, given Napier is a compact city it does not take long to get from one of these suburbs to the central city, along the same transport lines as other suburbs, and residents report using similar facilities and identifying with similar landmarks.

49. There are also suburbs where residents feel very connected to their suburb such as Westshore who have set up their own residents association which is active. Taradale and Pirimai also have residents associations.
50. In general, the Ahuriri/Taradale wards have more in common than the Onekawa-Tamatea/Nelson Park wards.

## Section 4: How could we represent Napier's Communities of Interest?

### Purpose

1. The purpose of this section is to consider various representation options for Napier including the basis of election – whether councillors are voted for via wards, or via a mixture of ward and at-large, and consider appropriate overall council size.

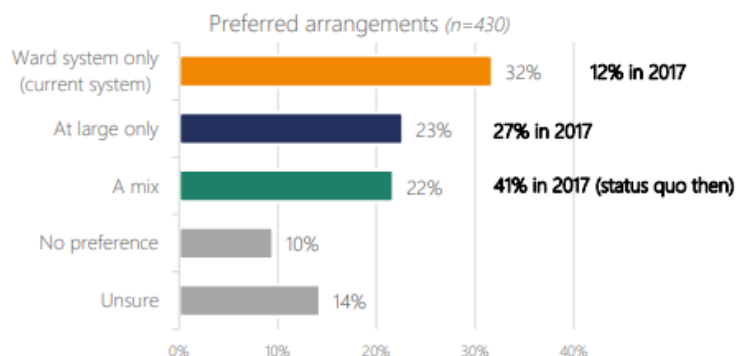
### Key points

2. The key points of section 3 are:
  - In the pre-engagement in 2023, respondents showed a preference for retaining the current ward-only arrangements. However there was some support for at large/mixed system.
  - In the pre-engagement in May 2024, the options with at large councillors were the least favoured.
  - Napier could have between 10 and 14 councillors in total (including Māori ward councillors) and still retain a similar councillor-population ratio as other councils of similar sized populations.
  - There can be a mixed system or a ward-only system in Napier. Without increasing council size beyond 13 or reducing the number of Māori ward councillors to 1, there can only be a maximum of 2 at large councillors. For example, 9 general ward councillors, 2 Māori ward councillors and 2 at large councillors (13).

### Basis of election

3. During the second round of pre-consultation in May 2024, the public was presented with 5 options. These included:
  - the current ward structure + Māori wards;
  - a two ward structure combining the current wards, Māori wards,
    - o and a further option to add 'at large' councillors
  - a three ward structure largely combining current wards, Māori wards
    - o and a further option add 'at large' councillors.
4. The options with 'at large' councillors were the least popular. Overall, the report outlined that support remained for options that maintain or closely resemble the current arrangements, driven by a desire for distinct ward representation and concerns over cost. It also mentioned the desire for equitable representation being a key concern. The respondents liked the equal spread of councillors in one of the options.

5. In the 2023 pre-engagement survey, following preferences were:



### At large

6. An at large system is not possible for Napier due to the inclusion of Māori wards.

### Mixed

7. In the second round of pre-consultation, the two options with at large councillors were the least popular at 8-12%. The main reasons respondents selected these options was the support for at large councillors and better/greater/diverse representation of whole city.

*As outlined in section 2:*

8. With the introduction of Māori wards, there is a trade-off between number of Māori ward councillors, increasing council size, number of at large councillors, and general ward configurations.
9. To have two Māori ward councillors, which is the preference expressed by the Māori stakeholders we have engaged with, there needs to be a minimum of nine general ward councillors, bringing total council size to 11 + Mayor. This means that any at large councillors are on top of that and increase council size.
  - a. The minimum number of general ward councillors based on our current ward structure that fit within the +/-10% rule is 11. This allows for 2 Māori ward councillors bringing total council size to 13 + Mayor, and any at large councillors are in addition bringing council size beyond 13.
10. If choosing to have a mixed system, there would need to be a minimum number of at large councillors to warrant using it. As mentioned in section 1, there are 7 councils that used a mixed system in the last election. Of these, the minimum number of at large councillors they have is 3 and the maximum is 6. Officers consider a minimum of 2 necessary for Napier to accommodate city-wide communities of interest.

### Considerations of the mixed system<sup>21</sup>

<sup>21</sup> Pages 17-18, 20 refer to considerations of different arrangements [Representation-reviews-a-guide-for-elected-members\\_002.pdf \(d1pepq1a2249p5.cloudfront.net\)](https://www.cloudfront.net/d1pepq1a2249p5/Representation-reviews-a-guide-for-elected-members_002.pdf)

11. The key advantages of this system include:

- This system aims at striking a balance between accommodating communities of interest operating locally and also city-wide.
- This system provides residents the ability to choose councillors to represent their ward, but also councillors who represent the wider city. All residents, irrespective of which electoral roll they are registered on e.g. Māori or general electoral roll, can vote for at large candidates, so voters may have more candidates to vote for than in a ward-only system (depending on the ward configuration).

12. The key disadvantages of this system include:

- In Napier, without increasing the size of the elected council, options for ward representation under this system is limited.
- In Napier's election history, due to the small number of councillors in some of the wards, particularly the single-member wards, there were less candidates to choose from in ward seats, which had led to a seat being won unopposed. Although residents can choose potentially more candidates overall than in a ward system, they may also get less or no choice for their actual ward councillors.
- Councillors and the public might struggle to understand the role of at large councillors when there are also ward councillors. For example, whether the public knows they can approach at large members about ward-specific issues and whether at large members feel comfortable addressing issues in wards.
- It may be more costly for at large candidates to run and that may prevent potential candidates from lower socio-economic areas to run.
- Voter turnout is higher in some wards, which in turn may result in particular wards having more of a say voting in at large candidates than wards with lower voter turnout.

13. Feedback from councillors on their experience in this system:

- A majority reported that despite operating in a ward-only system, they do work with residents across the city.
- Some of the current councillors have worked under a mixed system, one feels it works better and brings an informed 'at large' view to the decision-making table, however another member feels localised issues get moved back onto the ward councillors which results in them being overloaded due to their low numbers.
- At large elections benefit more affluent areas due to higher voter turn-out, and often deny low socio-economic and minority communities' adequate representation.

## Wards (current system in place)

*How well represented does the public feel with the current ward system?*

14. In the survey, the public were asked “to what extent do you agree/disagree with the following: I feel I’m well-represented with the current representation arrangements (e.g. wards, number of councillors), most respondents stated they felt well-represented with the current representation arrangements (39%), 33% stated neither agree nor disagree, and 28% disagreed. The main cited reason for feeling unrepresented was the perceived lack of engagement with councillors (unseen/unheard/unknown Councillors/little or no representation).
15. The majority of ward candidates and councillors reside in their wards, likely providing an understanding of local issues.
16. The key advantages of this system include:
- Clarity for the public on who they need to contact on representation matters.
  - Communities of interest that are located within geographical locations are more closely represented.
  - Better access to councillors / live in the area they represent.
  - It can avoid single-member wards where members are more likely to be elected unopposed.
17. The key disadvantages of this system include:
- Voters cannot vote for candidates standing in other wards which they would like to vote for.
  - Candidates can be voted in by a small number of voters in areas where there is not a high voter turnout.
  - This system could lead to parochial decision making.
18. Feedback from current councillors on their experience in this system:
- There is clearly defined area of responsibility (geographically).
  - Councillors know the issues that residents are facing in their wards due to dedicated time spent in the ward and through building relationships with community groups.
  - Residents know who to contact for help due to frequent interactions.
  - It is good for people to have localised representation.
  - If the team of ward councillors do not work cohesively it can feel like some councillors do more work than others. On the other hand, if the team works well councillors can have dedicated areas/interests within the wards which match their own interests and specialities.
  - Some wards, such as Ahuriri and Taradale, are a large area with diverse groups, and it can be challenging to represent and interact with residents across the ward.

- The limited amount of time spent on other wards – the oath taken act in the best interest of all of Napier may feel in contrast to the ward system.
- Councillors with an at large view is important.

**Council size**

19. The 2023 guidelines advise councils to consider the appropriate number of councillors necessary to provide effective representation for the city as a whole, and not arrive at a number solely as the product of the desired number of members per ward.

20. There are three main options for the size of Council in Napier:

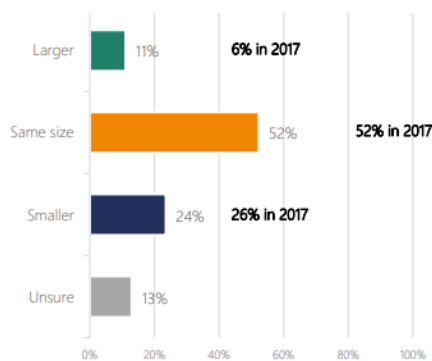
- Status Quo (12 councillors + Mayor) (preferred by respondents in pre-consultation)
- Decrease the number of councillors below 12
- Increase the number of councillors above 12.

21. Feedback from current councillors on their experience revealed a wide range of reported working hours in their roles as representatives, with weekly commitments varying from 10 to 45 hours.

22. The table below displays the councillor-to-population ratio in Napier for various numbers of councillors.

|    |       |
|----|-------|
| 14 | 4,818 |
| 13 | 5,188 |
| 12 | 5,621 |
| 11 | 6,132 |
| 10 | 6,745 |
| 9  | 7,494 |

23. Feedback from the public in the pre-consultation was a majority preference for same size.



**How does Napier’s Council size compare with other Councils in NZ?**

24. Based on latest population estimates and 12 councillors, for every 5,621 residents of Napier, there is one councillor elected to represent them.

- City councils have a range of councillors from 9-16. There are a wide variety of councillor-population ratios from 4,640 to 24,763.
25. Other city councils with under 100,000 population have between 10 and 15 councillors, with twelve the average number of councillors. Section 1 shows where Napier would be positioned in terms of councillor-population ratio in comparison to other city councils if the number of councillors changed from 12.
26. Napier could have between 10 and 14 councillors in total (this includes Māori ward councillors) and still retain a similar councillor-population ratio as other councils of similar sized populations.
27. When considering Council size, consideration can also be given to whether there are any community boards which also provide representation of residents at a community level. Under half of other city councils have community boards, and those that do have them mainly have larger populations and higher councillor-population ratios, or they have larger land areas.
28. Napier's land area is small in comparison to some of the other city councils. Barriers of physical distance between councillors and residents should not be an issue in Napier.
29. In the May 2024 pre-consultation, options with one fewer councillor than the current status quo were presented. Among the top reasons respondents selected these options was the belief that having fewer councillors would lead to cost savings. This was despite the survey clearly stating that there would be no decrease in costs.

### Retaining the status quo of 12 councillors + the Mayor

30. The main considerations:
- The status quo gives Napier a slightly higher representation of the public per councillor (5,621) when compared with other city councils.
  - Most respondents prefer status quo size. Most cited reasons included:
    - seems to work/no need to change;
    - Is enough/status quo;
    - Balanced number/fair/enough for representation.
  - Status quo size is not possible with the current ward structure and Māori wards.
  - As outlined in section 1, Napier has had 12 councillors since 1977 except for one triennium where it had 13.
  - Twelve is the average number of councillors in city councils with a population size of less than 100,000.
  - The population size of Napier has grown over time, but the number of councillors has remained mostly the same. For example, Napier had an estimated population of 52,512 back in 1986. This means the councillor-population ratio would have been 4,376 back then compared to 5,621 now. Hastings has a councillor-population ratio of 5,866.

### Decreasing the number of councillors

31. The main considerations:

- Almost a quarter (24%) of survey respondents reported they preferred a smaller council. Key reasons included a perception that less councillors would lead to more efficient/better decision-making; to cut public spending cost; and Napier is small.
- Councillors have both governance and representation/advocacy roles for the community.
  - If the role of councillors were solely governance and they were elected based on their governance experience, a case could be made for substantially reducing their number. Many private sector boards have fewer members and manage much larger budgets. However, councillors do not necessarily have governance experience when elected, and although induction training is provided, it cannot compare to professional experience. It is therefore unlikely that reducing councillors would lead to better decision-making.
  - Given that councillors also represent their constituents, decreasing their number is unlikely to improve representation outcomes unless community boards are established. Although Napier is small, as outlined in the section on communities of interest, there are a range of communities and interests to represent. However, reducing the number of councillors by one is unlikely to adversely affect representation outcomes. Current councillors report a wide variation in the amount of time each spends on representation.
  - There are no cost-savings in reducing the number of councillors.
- The lowest number of councillors across city councils is 9. Napier could reduce its size to 10 and still be in line with other similar-sized councils in terms of population-member ratio.

### Increasing the number of councillors

32. The main considerations:

- Only 11% of survey respondents reported they preferred a larger council. Citing more voice/more representation; Account for ward adjustments, extra wards, areas representation; too much work.
- When asked whether more councillors would help represent the community better, 75% of the current council did not feel that was necessary.
- Napier could increase to 14 councillors and still be within similar councillor-population ratios to other city councils of similar size.



## Section 5 – What are the options for effective and fair representation?

1. The purpose of this section is to consider various representation options for Napier and determine how communities of interest should be represented based on the requirement that every voter should have a relatively equal vote (e.g. no more than +/-10%).

### Key points

The key points of section 5 are:

- To comply with the +/-10% rule with the current ward structure + Māori ward(s), there must be some changes to the general ward configuration.
- There is a range of public opinion on the five options presented, however the three-ward option was considered the most popular.
- The three-ward option has been modified as per direction set by Councillors at the Council Workshop.
- The three most favoured options (status quo, two-ward, three-ward+ modifications) will be put to Council in their Council report.
- It is a policy decision for Council whether they wish to change current general ward names to include te reo Māori names where they do not currently.

### What are Napier's latest population statistics?

| General electoral population | Māori electoral population | Total electoral population |
|------------------------------|----------------------------|----------------------------|
| 58,000                       | 9,450                      | 67,450                     |

2. The latest population estimates based on Statistical Area units (SA2's), as of 30 June 2023, have been provided by Statistics New Zealand. As Napier is introducing Māori wards, the total election population is no longer used to calculate the wards. The general electoral population is used to calculate the councillor-population ratio for general ward(s)<sup>22</sup>. Councils have also needed to request more detailed modelling from Statistics New Zealand at meshblock level. A meshblock is a smaller area than the SA2's. The modelling has shown that our current ward boundaries do not sit within the +/-10%.

### Effective representation of communities of interest

3. The 2019 Local Government Determination, in response to the last representation review, highlighted that striking a balance between the city-wide Napier community of interest, which many residents say they identify with, and more localised communities of interest was the fundamental issue to be addressed by Council.
4. A mixed system with at large councillors may provide representation for those residents who consider their community of interest to be across the whole city. As outlined in previous sections, unless Council are willing to forgo one Māori ward councillor, or increase council size beyond 13, there can only be two at large councillors. However, larger wards may

<sup>22</sup> For full figures of general electoral population, Māori electoral population and total electoral population refer to Appendix B.

better represent city-wide communities of interest than smaller wards while still balancing the representation of geographically-based communities. This approach can achieve a similar outcome to a mixed system by providing a broader perspective on city-wide issues.

5. Officers developed a variety of representation options to stimulate discussion at a Council Workshop on 16 April 2024. Council requested officers to test three of the options with the public and added an at large component to two of the options<sup>23</sup>. At the workshop, Councillors set direction they preferred options with two Māori ward councillors rather than one. They also requested officers re-model:
  - the three-ward option to include Jervoistown within the Taradale ward.
  - Add Kings Church on Riverbend Road to the Nelson Park ward or to any ward configuration that includes the surrounding areas to the north of the Church.
6. Pre-consultation ran through May 2024. On May 30, officers reported back on the public's feedback on the options. There was no clear preferred option, however the three-ward option presented was favoured the most, followed closely by the status quo option and the two-ward option. Some respondents did not like any option and this was mostly because they disagreed with Māori wards being included. The two options with at-large components were favoured the least.
7. At the 30 May Council Workshop, officers also presented meshblock modelling of the options and the additional modelling undertaken. The workshop provided an opportunity for councillors to further consider communities of interest and fair representation. Councillors considered the advantages and disadvantages of ward configurations.
8. Council directed officers to undertake some further modelling for both the three-ward and status quo options to take into consideration communities of interest and fair representation. In particular:
  - To extend the Taradale ward boundary to include Meeanee up to Willowbank Road
  - Model Bupa Willowbank Retirement Village within Nelson Park ward or the Onekawa ward in the three-ward option
  - Model moving Te Awa developments into the Nelson Park ward.
9. There was a particular critique of the three-ward option – that the Nelson Park ward and Onekawa-Tamatea Ward residents were worse off under this option, especially given the high deprivation in these wards. The reason given was that under the status quo option there are five councillors for those wards, and in the three-ward option there are only three. In response to this officers highlighted the impacts on how many councillors there are in the Green ward are:
  - Changes to ward configurations and
  - Introduction of Māori wards which changes the calculation i.e. the Māori electoral population is no longer accounted for in the calculations for general wards.

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<sup>23</sup> <https://www.sayitnapier.nz/ncc/2023-24-representation-review-2/>

10. The following points were made:

- In our current ward structure, with the inclusion of Māori wards, the range of population/per councillor ratio for the general wards is between 4,775 and 5,700.
- The Green ward is not an exact match of the existing Nelson Park/Onekawa-Tamatea ward boundaries. It does not contain Nelson Park, McLean Park, or Napier Central SA2's. This means there is 4,840 GEP less (which equates to one councillor).
- With the introduction of Māori wards, the existing Nelson Park Ward has one less councillor; three councillors instead of four. This is due to the high number of Māori electoral population that reside there which is 5,330 MEP or 56% of the total Māori electoral population of Napier. The Māori electoral population figure for Nelson Park also equates to one councillor.
- So that is why it may at first glance seem that the Nelson Park ward/Onekawa-Tamatea ward combo is worse off, but it is due to less electoral population (whether general or Māori).

11. Although the three-ward option fits within the +/-10% the councillor-population ratio for the Green ward is higher than the other wards. Given the unique needs of this ward, which has more high-deprivation areas compared to other wards, a concern was raised about whether this division is equitable, as councillors in this ward may have more responsibilities than those in other wards. Officers then looked at the three-ward option again to see if there were any options to reduce the number of GEP within the ward. A model was developed which allows for near equal population numbers in each general ward.

12. One group of councillors also raised the possibility of a new three-ward option with one Māori ward, two councillors in Ahuriri; Taradale; Nelson Park/Onekawa-Tamatea, and two at large. This option was modelled and does fit within +/-10% if there is only one Māori ward councillor. Council size would be 9 plus Mayor.

13. In summary, the following table showcases the options that have been developed.

Council workshop 16 April 2024 - All options presented fit within +/-10% rule<sup>24</sup>

<https://www.napier.govt.nz/assets/Uploads/Council-Workshop-Options-Report.pdf>

|  |
|--|
| Current ward structure with slight modifications + Māori ward(s) *#  |
| Current ward structure with slight modifications + Māori ward(s) + 2 at large  |
| Combining current wards – Ahuriri/Taradale and Onekawa-Tamatea/Nelson + Māori ward(s) * #                            |
| Combining current wards – Ahuriri/Taradale and Onekawa-Tamatea/Nelson + 1 Māori ward councillor, 6 at large          |
| Combining current wards - Ahuriri/Taradale and Onekawa-Tamatea/Nelson + 1 Māori ward councillor and community boards |
| Semi-rural ward + Māori ward and 3 general wards of Ahuriri, Taradale and Onekawa                                    |

<sup>24</sup> Many configurations were not put forward because they did not meet the +/-10% such as using the current ward structure there were only two models that fit (as outlined in Section 2).

|   |
|---|
| 3 general wards of Onekawa (3) Taradale (3) Ahuriri (3) + Māori ward(s) * |
| 3 general wards of Onekawa (4) Taradale (4) Ahuriri (3) + Māori ward(s)   |
| 3 general wards of Onekawa (3) Taradale (4) Ahuriri (4) + Māori ward(s)   |

\*Tested in May pre-consultation # Presented in Council report – initial proposal

Public pre-consultation May 2024

<https://www.sayitnapier.nz/ncc/2023-24-representation-review-2/>

|  |
|--|
| Current ward structure with slight modifications + Māori ward(s)                                   |
| 3 general wards of Onekawa (3) Taradale (3) Ahuriri (3) + Māori ward(s)                            |
| Combining current wards – Ahuriri/Taradale and Onekawa-Tamatea/Nelson + Māori ward(s)              |
| 3 general wards of Onekawa (3) Taradale (3) Ahuriri (3) + Māori ward(s) + 2 at large               |
| Combining current wards – Ahuriri/Taradale and Onekawa-Tamatea/Nelson + Māori ward(s) + 2 at large |

30 May 2024 and afterwards

<https://www.napier.govt.nz/assets/Uploads/Maps-and-stats-meshblock-modelling.pdf>

For additional modelling post the 30 May workshop refer to Appendix H.

| Based on current ward boundaries  | Fits within +/-10% |
|---|--------------------|
| Current ward boundaries   | No                 |
| Slight modification to current ward boundaries to fit within +/-10% <ul style="list-style-type: none"> <li>- Same population in Nelson Park ward and Taradale ward</li> <li>- Onekawa West North of Prebenson Drive moved from Ahuriri ward to Onekawa-Tamatea ward (except for Humber Street apartments remain in Ahuriri ward)</li> </ul> | Yes                |
| Te Awa developments and strip down Marine parade to Ahuriri ward.   | No                 |
| Te Awa developments and Bupa to Nelson Park ward. Onekawa West fully within Onekawa-Tamatea ward except for Humber Street meshblock.  | Yes                |
| Bupa within Nelson Park ward. Onekawa West fully within Onekawa-Tamatea ward except for Humber Street meshblock.  | Yes                |

| Three Wards  | Fits within +/-10% |
|--|--------------------|
| Expansion of Taradale to include Jervoistown.  | Yes                |
| Expansion of Taradale ward to include Jervoistown.<br>Bupa within Green ward.<br>Northern part of Onekawa West within Ahuriri ward.  | Yes                |
| # Expansion of Taradale ward to include Jervoistown and Meeanee up to Willowbank Road.<br>Bupa within Green ward.<br>Northern part of Onekawa West within Ahuriri ward.  | Yes                |
| The above two models with 2 councillors in each general ward, 1 Māori ward councillors, and 3 at large.  | Yes                |
| Expansion of Taradale ward to include Jervoistown and Meeanee up to Willowbank Road.<br>Bupa within Green ward Northern part of Onekawa West within Ahuriri.<br>Northern part of Onekawa West within Ahuriri ward.<br><i>To reduce GEP in the Onekawa/Green ward:</i> <ul style="list-style-type: none"> <li>- Entire part of Greenmeadows South suburb within Taradale ward.</li> <li>- Bottom meshblocks of Tamatea West to be included in Taradale Ward.</li> </ul> | Yes                |

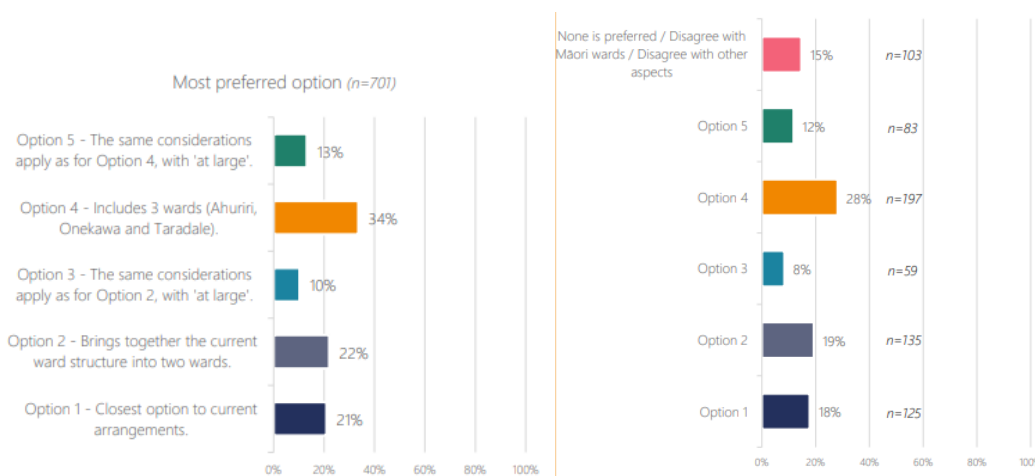
# Presented in council report – initial proposal

14. There was also a request by a Councillor to model an equal number of councillors (two) across the four wards using the current four ward structure moving ward boundaries as

needed; one to two Māori ward councillors and three to four at large councillors. A model was presented that fit within the +/-10% however the groupings of communities of interest did not make sense. Further work was done and a model was developed which more closely groups communities of interest, however, there can only be one Māori ward councillor.

**What did Napier residents think about the five options presented in the pre-consultation?<sup>25</sup>**

- 15. No single option was preferred by a clear majority of all respondents.
- 16. Some respondents stated they did not like any of the five options or disagreed with some aspects of them. The research company recalibrated the results to incorporate these responses.

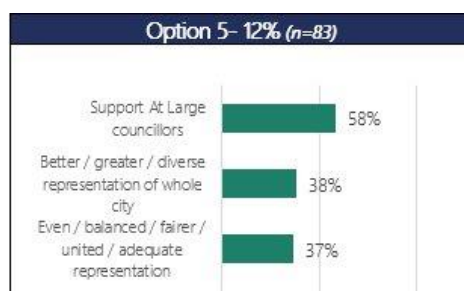
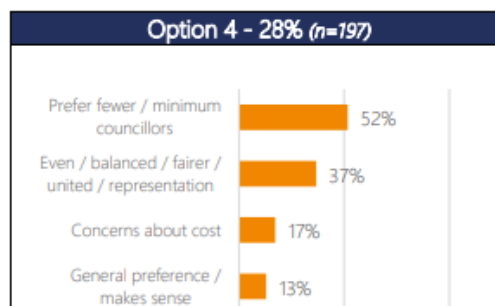
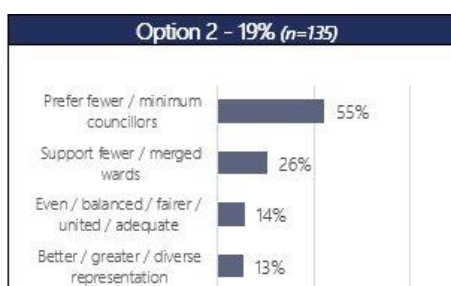
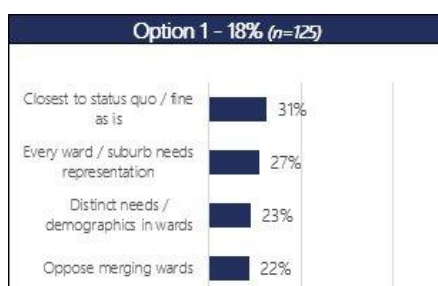


- 17. The following tables shows the preferred options from each ward.
- 18. Nelson Park ward preferred the two-ward option (24%) followed by the three-ward option (21%).
- 19. Onekawa-Tamatea ward preferred status quo option (24%) followed closely by the three-ward option (22%).
- 20. Ahuriri ward residents showed a strong preference for the three-ward option (32%) followed by the two-ward option (25%).
- 21. Taradale ward residents showed the strongest preference for the three-ward option (34%) followed by the status quo option (19%).

<sup>25</sup> SIL research report May 2024 <https://www.napier.govt.nz/assets/Uploads/2024-NCC-Representation-Review-Engagement-Report-Final.pdf>

|                 | Option 1 | Option 2 | Option 3 | Option 4 | Option 5 | None |
|-----------------|----------|----------|----------|----------|----------|------|
| Ahuriri         | 8%       | 25%      | 5%       | 32%      | 14%      | 16%  |
| Onekawa-Tamatea | 24%      | 10%      | 12%      | 22%      | 6%       | 25%  |
| Nelson Park     | 19%      | 24%      | 11%      | 21%      | 14%      | 12%  |
| Taradale        | 19%      | 17%      | 7%       | 34%      | 12%      | 12%  |
| Total           | 18%      | 19%      | 8%       | 28%      | 12%      | 15%  |

Top reasons given for preferred representation option included:



### Do there need to be any changes to general ward names in Napier?

22. To set a ward name, the Local Government Commission advises the following guidelines:

- Use the most common or predominant place or feature name (whether official or recorded)
- Avoid duplication and confusion with names of electoral areas in other local authority area. For instance, if 'North ward' was chosen, it could be distinguished by adding the city name, resulting in 'Napier north ward'.

23. If Council chooses to adopt a different ward structure then ward names will need to be selected<sup>26</sup>.

24. It is a policy decision for Council whether they would like to adopt Māori names for the general wards and needs to be considered in the context of Council's Te Reo Māori Me Ōna Tikanga Policy<sup>27</sup> and advice from Ngā Mānukanuka o te Iwi komiti.

- The komiti advised that before the use of any Māori names in both the Māori ward or general wards, Council should seek the endorsement of these names from a group of local Kaumatuas.
- The Te Reo policy states an external focus for te reo Māori for Ahuriri/Napier and among its purpose includes encouraging its use within Ahuriri communities, acknowledging te reo Maori as a taonga, and recognising and promoting te reo Māori as an official language.

### Considerations on the names of current ward structure

25. There is an option to consider changing ward names in the current ward structure, however this needs to be balanced against high ward recognition and how well the name conveys the electoral area.

26. Some points to consider include:

- There is limited sense of belonging at a ward level across all of Napier.
- There is high ward recognition, particularly among residents of Taradale ward and Onekawa-Tamatea ward, followed closely by Ahuriri ward.
- There is low recognition amongst Nelson Park ward residents (33%) and the name is a bit of an oddity, as it is not an official or recorded name, and the Nelson Park suburb has nearly the lowest population in the ward.
- Maraenui has the highest population in the ward, followed by the Statistical Area units of Marewa East and Onekawa South. Given Marewa and Onekawa suburbs are not only part of Nelson Park ward, but also Onekawa-Tamatea ward, if looking at population size as a key component to determine a name, then Maraenui could be appropriate.
- Onekawa-Tamatea is a bit misleading as the ward is mostly made up of Tamatea, half of Marewa, half of Pirimai, central Onekawa and some of Onekawa West. Nelson Park ward actually contains more Onekawa residents than Onekawa-Tamatea ward.

## Section 6 – Should Napier establish Community Boards?

<sup>26</sup> Section 2 outlines suggested Māori ward name. Council report attachment on page 163 provides suggested ward names for the 3 options showcased in the report.

[https://napier.infocouncil.biz/Open/2024/06/CO\\_20240627\\_ATT\\_973\\_EXCLUDED.PDF](https://napier.infocouncil.biz/Open/2024/06/CO_20240627_ATT_973_EXCLUDED.PDF)

<sup>27</sup> <https://www.napier.govt.nz/assets/Document-Library/Policies/Te-Reo-Policy/3.-Te-Reo-Policy-Document.pdf>

The purpose of this section is to:

1. Outline whether there is a need to establish community boards in Napier.

### Key points

- A community board in Maraenui could be appropriate given its unique needs. However, there is not support across the city for this.
- There are other ways Council can improve its understanding and representation of Maraenui.

### What is a community board and what value could it bring?

2. Local Government New Zealand (LGNZ) say community boards give a voice and representation to specific communities. A board's purpose is to engage with the community and advocate for it in council discussions and decisions. Councils can delegate responsibilities and decision-making powers to boards. Boards can promote stronger community wellbeing for diverse communities that exist in their area. They can do this in several ways - from creating community plans to advocating for local voice and making submissions on council policies and decisions. They're also an important part of providing information from council back to the community.
3. LGNZ say that compared to councillors, community board members spend a greater proportion of their time on representation matters and less on governance matters. While councils should have a range of networks at the city level to enhance their decision-making, it is up to community boards to replicate this at the sub-district or neighbourhood level. A board's value to a council reflects the strength and relevance of the local networks it is plugged into.
4. A community board is a non-incorporated body and is not a council committee.
5. A community board is one way that might address representation issues such as:
  - particular socio-economic disadvantage
  - historically poor communication/low engagement
  - rural demographic whose voice risks/is perceived to be dominated by urban areas
  - geographic isolation (noting there is a reasonably high bar for isolation, including factors such as resilience, connectivity, and/or geographic barriers).
6. There are resource considerations when setting up and providing ongoing support to a community board.
7. If a community board is not established through the representation review process, a community can request one be established. The criteria for this can be found in the Local Government Act 2002, Schedule 6<sup>28</sup>.

### Assessment of the need to establish a community board in Napier

8. A community board services a distinct community of interest.
9. In the Council's last Representation Review, Maraenui and Bayview were identified as suburbs that might benefit from having a Community Board. These suburbs were chosen

<sup>28</sup> <https://www.legislation.govt.nz/act/public/2002/0084/latest/DLM175632.html>

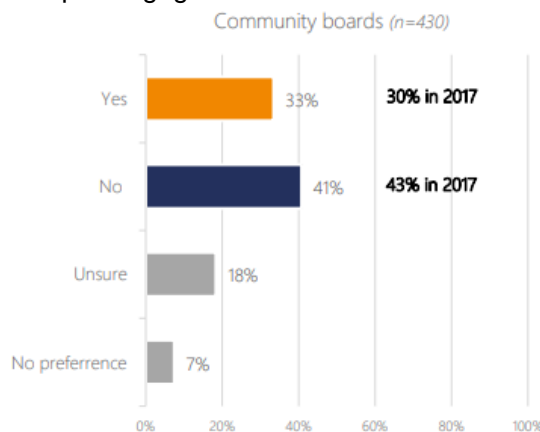


because they were considered to have a high degree of distinctiveness compared to other suburbs within the ward structure.

- In addition, Nelson Park Ward residents were identified as being the least engaged in local democracy and having the highest deprivation levels which can be a barrier to engagement. Because of this, the Local Government Commission, in its 2019 determination, stated that further consideration of a community board for an area like Maraenui in particular would be appropriate.

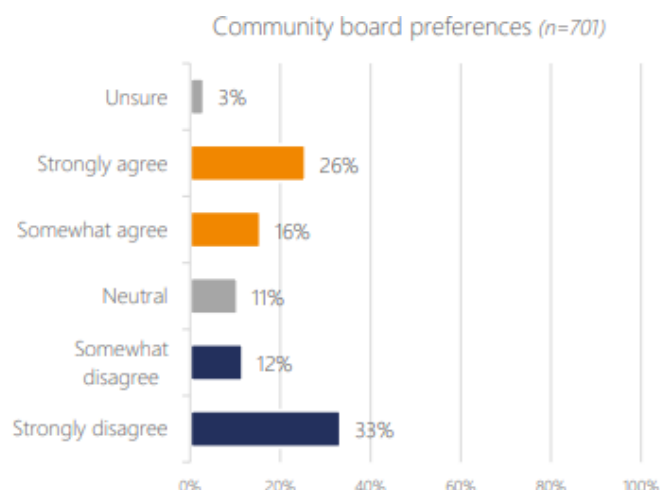
**What do Napier residents think about community board(s)?**

- Results of pre-engagement in 2023 showed:



- There was interest in Maraenui (54%) and Pirimai (53%). Whereas only 8% of Bayview respondents were in favour of establishing one. For that reason, officers have not pursued a community board further for Bayview.

- The community was further surveyed in May 2024 on establishing a community board in Maraenui area, with letter-drops in the Maraenui area to try to obtain a good response rate.



14. Key findings from the May survey included:

- No consensus reflecting a community divided on the issue, with a nearly even split, with 45% against and 41% in favour, and 14% unsure or neutral.
- Just under half of respondents (46%) believed there are sufficient existing means within the Maraenui community to be represented; 22% were dissatisfied with existing arrangements, and one-third (33%) remained unsure.
- Nelson Park ward residents were more likely to be in favour.
- Younger respondents (18-44) and Māori were more likely to agree to establish a community board in Maraenui.
- 64% of Maraenui respondents were in favour and 24% were not.
- Of the Māori respondents 56% were in favour and 38% were not.
- The overriding consideration for supporters of this proposal was the need for Maraenui to have greater representation and a stronger voice in civic matters, or more support generally. This was largely driven by the belief that this community has unique or special needs, given its socio-economic context, with recognition of social inequality – and therefore would benefit from community board support.

**Is there currently a problem with representation for Maraenui?**

15. Maraenui faces challenges such as:

- There is low voter turnout in Nelson Park ward which Maraenui is part of and with Māori roll voters (18% of Māori roll voters voted in last election compared to 41% of general roll voters)
- Low awareness of Council processes (13% of Maraenui residents knew their ward versus 70% average across Napier)
- Socio-economic disadvantages - Maraenui has the highest deprivation score well above Napier's and New Zealand's average.
- Maraenui has the highest population density in Napier and has more social housing earmarked for development.

16. For more information on the uniqueness of Maraenui see Appendix E.

#### **How could a community board address the unique needs in Maraenui?**

17. A community board could help in several ways:

- Provide focused attention on Maraenui, helping the Council better understand the community's needs.
- Offer dedicated resources to bridge the gap between officers, the Council, ward councillors, and Maraenui residents.
- Increase voter turnout by allowing Maraenui residents to elect their own representatives.
- Enable the Board to inform officers about necessary changes to standard planning, project implementation, measurement, and reporting mechanisms to better serve the community's unique needs.
- Allow the Council to take a proactive approach by receiving regular insights from the Board, without waiting for Council-initiated consultations.
- Help the Council implement projects more effectively, such as a ward awareness campaign.
- Educate Maraenui residents about local governance and prepare board members and others in the community to run for Council.

#### **How well is council currently engaging with the Maraenui community?**

18. Council does not have the relationships it once had with the residents due to staff turnover, the deferral of the Te Pihinga (community hub) project, and no specific mandate for officers to engage or deliver services in a focused way to Maraenui.

19. There is however some targeted work in place:

- Maraenui wellbeing improvement is a priority in the Community Development Fund; and
- A Maraenui Resilience Plan is being worked on – this is something which will aid community connection and connection to Council
- Council also has a Māori Committee,

#### **Are there any ways Council could better represent the community within existing mechanisms?**

20. There are other ways that can achieve similar outcomes as a community board:

- Encourage community groups to lead the development of a community plan, for example, Flaxmere has its own community-led planning committee which developed a community plan<sup>29</sup> to feed into long term planning in Hastings.
- A ward structure that allows for specific representation of particular communities of interest. For example, for Māori as a community of interest, there were no Māori wards in the last representation review, whereas for the 2025 election there will be.
- A ward awareness campaign, to improve resident's awareness and interaction with NCC and their ward councillors.

<sup>29</sup> <https://www.hastingsdc.govt.nz/assets/Document-Library/Community-Plans/Flaxmere/Flaxmere-Community-Plan-2022-2025.pdf>

- Considering the introduction of consistent standards for ward meetings and attendance at Resident Association meetings and/or neighbourhood support meetings.
  - A targeted voting campaign for the 2025 local elections to improve voter turnout.
  - Māori and general ward candidate supportive wānanga to encourage potential candidates to stand and build their confidence. These would build understanding of what it means to be a councillor, the election process and what happens once elected.
  - A dedicated Community Connector, an officer who is the point of contact for people from this area. Or a Maraenui Champions Group of council officers spread across NCC, to ensure projects and service requests are proactively addressed. This would be an opportunity for council staff to build enduring relationships in this area.
  - A dedicated Councillor Portfolio role for Maraenui (this will be at the discretion of the Mayor and Council of the day).
21. The suggestions would require project scoping and planning work to ensure they can be resourced appropriately. If, for example, it was decided a Community Connector would be more effective and cost efficient than a community board at addressing Maraenui's unique needs then reprioritisation of work programmes would need to be carried out as there is not currently any budget set aside for this.
22. The Council also has a Māori Committee, Ngā Mānukanuka o te Iwi komiti. The differences between these various mechanisms are:
- **Māori wards:** Those enrolled on the Māori electoral roll decide which candidate(s) will be elected to a Māori ward(s). There is no requirement for candidates to be mana whenua or tangata whenua.
  - **Ngā Mānukanuka o te Iwi komiti:** This komiti is part of Council's governance structure. Mana whenua, marae and post-treaty settlement groups have a direct voice as they nominate their own representatives. This ensures that a Māori voice can be heard at the council table. Representatives of this komiti also have speaking and voting rights on the Council's Standing Committees and Audit and Risk Committee.
  - **Maraenui Community Board:** Residents on both the Māori and general electoral rolls in Maraenui would elect board members to represent and advocate for their interests to the Council.
  - **General wards:** Residents enrolled on the general electoral roll determine who will be elected. Currently, Maraenui is part of the Nelson Park ward.

### What would a community board in Maraenui look like and how much would it cost?

23. A community board in Maraenui could look as follows:

|            |  |
|------------|--|
| Name       | Maraenui community board                             |
| Board area | Statistical Area Unit (SA2) – Maraenui Number 215300 |
| Population | 3,950<br>MEP – 1,710                                 |

|  |  |
|--|--|
|  | GEP – 2,240  |
| Proposed number of members of the board                                      | 4 Elected<br>2 appointed (1 from Māori ward, 1 from general ward that covers Maraenui) |
| Description of additional responsibilities/powers to delegate to the board   | Allocation of a small amount of funding – \$5K per annum.                              |
| Proposed additional remuneration for undertaking additional responsibilities | No   |

### Indicative budget

24. Officer's sought indicative remuneration from the Remuneration Authority who advised:

- Indicative annual remuneration for the 4 elected members of the proposed Maraenui Community Board:
- Chair: \$10,548
- Member (x3): \$5,274

The above rates are provisional and may change following the 2025 local elections.

### Resource requirements for set-up and ongoing support

|  |  |
|--|--|
| Cost of election process   | Election's Provider has advised there is likely only a small cost increase from delivering rest of elections due to more candidate being involved and may increase the printing cost for the candidate profile book estimate 2K extra. |
| Remuneration of board members  | 26,370 per annum   |
| Officer support* for meetings and creation of plans/reports – administrative and across business for writing reports, engaging with the board. | 0.5 FTE = 50K per annum.   |
| Project funding such as candidacy campaign and support to encourage people to stand.   | 0.5 FTE to set up<br>50K   |
|  | Minimum requirements \$126,000 set-up.<br>Ongoing – 76K per annum.   |

\*Officer resource is currently not available and would either need to be achieved through additional resource or reallocation of resource to reprioritise or defer existing priorities.

### Who pays for a community board?

25. A community board can be paid through different ways, such as general rates, or a targeted rate. Given the community board in Maraenui is in a disadvantaged area, it is recommended that if Council established a board there it would come out of general rates. \$126K equates to a 0.12% rates increase for 2025/26 (\$4.04 per average household per year across Napier).

## Appendices

Appendix A - Current wards – description and map.

Appendix B - Population estimates for Napier for Māori and General electoral population

Appendix C - Napier voter turnout by wards 2013-22

Appendix D - Comparison of Napier’s representation arrangements with other city councils

Appendix E - Deprivation index and commonalities between suburbs

Appendix F - Councillor Portfolios and Council Strategies

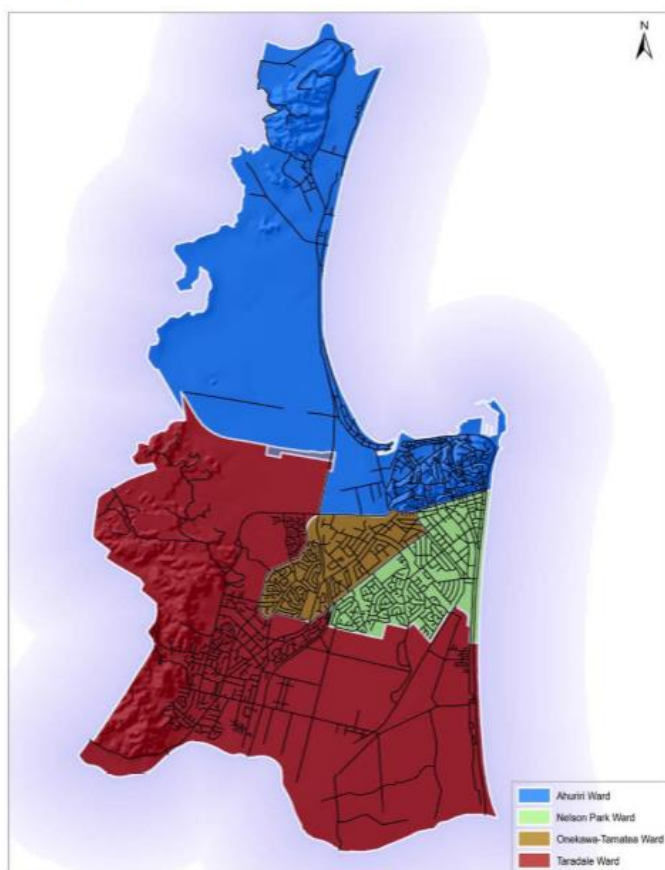
Appendix G - Council strategies relevant to city-wide communities of interest

Appendix H - Representation options – post 30 May workshop

Appendix A - Current wards – description and map

| Ward            | Number of councillors | Suburbs   |
|-----------------|-----------------------|---|
| Ahuriri         | 2                     | Bayview, Westshore, Ahuriri, Bluff Hill, Hospital Hill, and the northern part of Onekawa West   |
| Nelson Park     | 4                     | Nelson Park, McLean Park, Onekawa South, Maraenui, area of Marewa south of Kennedy Road, area of Pirimai south of Kennedy Road, and the most northern meshblock of Awatoto        |
| Onekawa-Tamatea | 2                     | Onekawa Central, Onekawa West, Tamatea North, Tamatea South, Northern part of Pirimai, and the northern part of Marewa (i.e. consisting of all meshblocks north of Kennedy Road)  |
| Taradale        | 4                     | Taradale South, Taradale North, Greenmeadows, Poraiti, Meeanee, and Awatoto (except the northern most meshblock)<br>Including developments of Te Awa, Parklands and Mission Hills |

Napier City's current ward boundaries are shown here:



Napier City Council Wards



## Appendix B - Population estimates for Napier for Māori and General electoral population

As prepared by Statistics New Zealand for Napier City Council

| Statistical Area 2 <sup>(2)</sup> |                        | Territorial authority | Estimated resident population at 30 June 2023 |                              |
|-----------------------------------|------------------------|-----------------------|---|------------------------------|
| Number                            | Name                   |                       | Māori Electoral Population                    | General Electoral Population |
| 212301                            | Bay View (Napier City) | Napier City           | 230   | 2180                         |
| 212400                            | Poraiti Hills          | Napier City           | 20  | 810                          |
| 212500                            | Poraiti Flat           | Napier City           | 40  | 1410                         |
| 212600                            | Westshore              | Napier City           | 100   | 1170                         |
| 212700                            | Inlet Napier City      | Napier City           | 0   | 0                            |
| 212800                            | Onekawa West           | Napier City           | 30  | 280                          |
| 212900                            | Ahuriri                | Napier City           | 70  | 1040                         |
| 213000                            | Taradale West          | Napier City           | 70  | 1880                         |
| 213100                            | Greenmeadows West      | Napier City           | 70  | 1870                         |
| 213200                            | Taradale South         | Napier City           | 140   | 2550                         |
| 213300                            | Bluff Hill             | Napier City           | 160   | 2620                         |
| 213400                            | Hospital Hill          | Napier City           | 180   | 2920                         |
| 213500                            | Tamatea West           | Napier City           | 340   | 1780                         |
| 213600                            | Tamatea North          | Napier City           | 450   | 1410                         |
| 213700                            | Taradale Central       | Napier City           | 130   | 2380                         |
| 213800                            | Tamatea East           | Napier City           | 380   | 1490                         |
| 213900                            | Marewa West            | Napier City           | 170   | 1660                         |
| 214000                            | Greenmeadows Central   | Napier City           | 100   | 1420                         |
| 214100                            | Onekawa Central        | Napier City           | 200   | 1470                         |
| 214200                            | Pirimai West           | Napier City           | 260   | 1580                         |
| 214300                            | Napier Central         | Napier City           | 80  | 450                          |
| 214400                            | Greenmeadows South     | Napier City           | 260   | 1930                         |
| 214500                            | Nelson Park            | Napier City           | 270   | 2050                         |
| 214600                            | Bledisloe Park         | Napier City           | 220   | 2290                         |
| 214700                            | Pirimai East           | Napier City           | 420   | 2030                         |
| 214800                            | Onekawa East           | Napier City           | 470   | 1330                         |
| 214900                            | Tareha Reserve         | Napier City           | 350   | 3100                         |
| 215000                            | Marewa East            | Napier City           | 1060  | 2650                         |
| 215101                            | Onekawa South          | Napier City           | 970   | 2530                         |
| 215200                            | McLean Park            | Napier City           | 360   | 2340                         |
| 215300                            | Maraenui               | Napier City           | 1710  | 2240                         |
| 215401                            | Meeanee-Awatoto        | Napier City           | 190   | 3120                         |

## Appendix C - Napier voter turnout by wards 2013-22

| Napier City Council               |                      |                |               |                |                       |                      |                       |                     |                    |                     |
|-----------------------------------|----------------------|----------------|---------------|----------------|-----------------------|----------------------|-----------------------|---------------------|--------------------|---------------------|
| 2022 Triennial Elections          |                      |                |               |                |                       |                      |                       |                     |                    |                     |
| Returns Summary of Ordinary Votes |                      |                |               |                |                       |                      |                       |                     |                    |                     |
| Ward Id                           | Ward Name            | Total Electors | Total Returns | Total Return % | General Roll Electors | General Roll Returns | General Roll Return % | Māori Roll Electors | Māori Roll Returns | Māori Roll Return % |
| 1                                 | Ahuriri Ward         | 8,307          | 3,835         | 46.17%         | 7,858                 | 3,763                | 47.89%                | 449                 | 72                 | 16.04%              |
| 2                                 | Onekawa-Tamatea Ward | 7,314          | 2,632         | 35.99%         | 6,502                 | 2,485                | 38.22%                | 812                 | 147                | 18.10%              |
| 3                                 | Nelson Park Ward     | 12,344         | 3,295         | 26.69%         | 9,890                 | 2,955                | 29.88%                | 2,454               | 340                | 13.85%              |
| 4                                 | Taradale Ward        | 17,998         | 8,415         | 46.76%         | 17,122                | 8,212                | 47.96%                | 876                 | 203                | 23.17%              |
| 2019 Triennial Elections          |                      |                |               |                |                       |                      |                       |                     |                    |                     |
| Ward Id                           | Ward Name            | Total Electors | Total Returns | Total Return % | General Roll Electors | General Roll Returns | General Roll Return % | Māori Roll Electors | Māori Roll Returns | Māori Roll Return % |
| 1                                 | Ahuriri Ward         | 7,927          | 4,478         | 56.49%         | 7,543                 | 4,365                | 57.87%                | 384                 | 113                | 29.43%              |
| 2                                 | Onekawa-Tamatea Ward | 7,048          | 3,387         | 48.06%         | 6,288                 | 3,174                | 50.48%                | 760                 | 213                | 28.03%              |
| 3                                 | Nelson Park Ward     | 11,782         | 4,388         | 37.24%         | 9,503                 | 3,929                | 41.34%                | 2,279               | 459                | 20.14%              |
| 4                                 | Taradale Ward        | 17,406         | 9,842         | 56.54%         | 16,664                | 9,594                | 57.57%                | 742                 | 248                | 33.42%              |
| 2016 Triennial Elections          |                      |                |               |                |                       |                      |                       |                     |                    |                     |
| Ward Id                           | Ward Name            | Total Electors | Total Returns | Total Return % | General Roll Electors | General Roll Returns | General Roll Return % | Māori Roll Electors | Māori Roll Returns | Māori Roll Return % |
| 1                                 | Ahuriri Ward         | 7,620          | 3,882         | 50.94%         | 7,273                 | 3,781                | 51.99%                | 347                 | 101                | 29.11%              |
| 2                                 | Onekawa-Tamatea Ward | 6,936          | 2,843         | 40.99%         | 6,178                 | 2,658                | 43.02%                | 758                 | 185                | 24.41%              |
| 3                                 | Nelson Park Ward     | 11,496         | 3,917         | 34.07%         | 9,260                 | 3,425                | 36.99%                | 2,236               | 492                | 22.00%              |
| 4                                 | Taradale Ward        | 16,824         | 8,161         | 48.51%         | 16,129                | 7,976                | 49.45%                | 695                 | 185                | 26.62%              |
| 2013 Triennial Elections          |                      |                |               |                |                       |                      |                       |                     |                    |                     |
| Ward Id                           | Ward Name            | Total Electors | Total Returns | Total Return % | General Roll Electors | General Roll Returns | General Roll Return % | Māori Roll Electors | Māori Roll Returns | Māori Roll Return % |
| 1                                 | Ahuriri Ward         | 7,412          | 3,920         | 52.89%         | 7,073                 | 3,836                | 54.23%                | 339                 | 84                 | 24.78%              |
| 2                                 | Onekawa-Tamatea Ward | 6,927          | 3,190         | 46.05%         | 6,209                 | 3,025                | 48.72%                | 718                 | 165                | 22.98%              |
| 3                                 | Nelson Park Ward     | 11,465         | 4,266         | 37.21%         | 9,197                 | 3,730                | 40.56%                | 2,268               | 536                | 23.63%              |
| 4                                 | Taradale Ward        | 16,179         | 8,458         | 52.28%         | 15,515                | 8,264                | 53.26%                | 664                 | 194                | 29.22%              |

For voter turnout from 1989 to 2019 across New Zealand refer to [Chart of the Month: Time for some local democracy \(infometrics.co.nz\)](https://infometrics.co.nz)

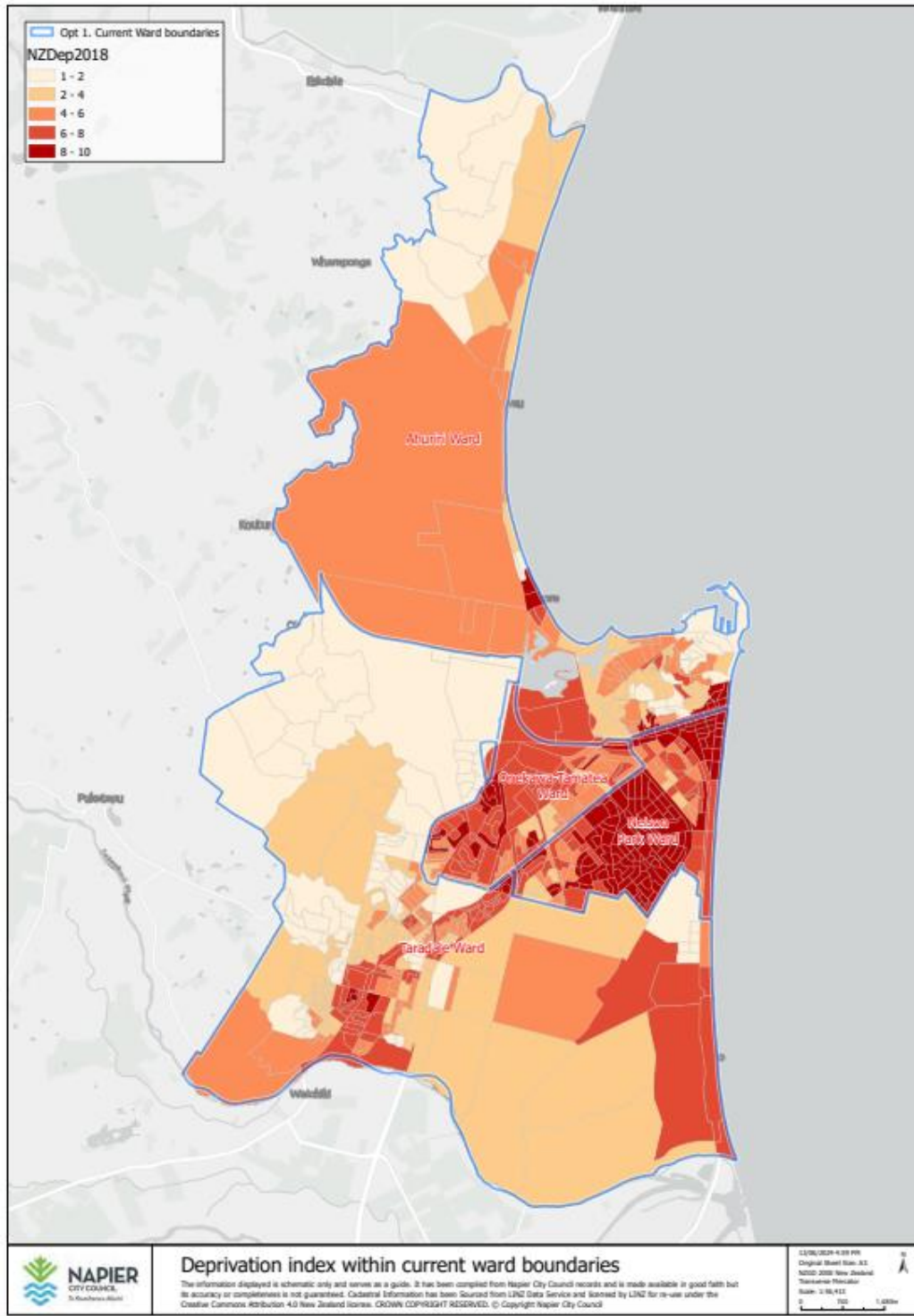
### Appendix D - Comparison of Napier's representation arrangements with other city councils

The following table shows how Napier's councillor-population ratio compares to other city councils if the number of councillors changed from 12.

| City             | Population          | Land area (km2) | Population/councillor ratio | Number of Elected Councillors | At large/ mixed/ ward-only   | Community boards  | Māori wards*                   |
|------------------|---------------------|-----------------|-----------------------------|-------------------------------|--|-------------------|--------------------------------|
| Nelson           | 55,680<br>MEP 6%    | 445km2          | 4,640                       | 12                            | Mixed<br>2 general wards with 4 councillors per ward<br>3 councillors at large<br>1 Māori ward with 1 councillor             | No                | Yes                            |
| Napier           | 67,450              | 106km2          | 4,818                       | 14                            | Refer yellow box   | No                | No but will establish for 2025 |
| Upper Hutt       | 48,240<br>8% MEP    | 540km2          | 4,824                       | 10                            | At large   | No                | No but will establish for 2025 |
| Invercargill     | 57,900<br>9% MEP    | 389km2          | 4,825                       | 12                            | At large   | Yes 1 community   | No                             |
| Napier           | 67,450              | 106km2          | 5,188                       | 13                            | Refer yellow box   | No                | No                             |
| Napier           | 67,450<br>14% MEP   | 106km2          | 5,621                       | 12                            | Ward<br>4 wards with 2 councillors in 2 wards and 4 councillors in 2 wards   | No                | No                             |
| Palmerston North | 91,850<br>11% MEP   | 395km2          | 6,123                       | 15                            | Ward<br>1 general ward with 13 councillors<br>1 Māori ward with 2 councillors  | No                | Yes                            |
| Napier           | 67,450              | 106km2          | 6,132                       | 11                            | Refer yellow box   | No                | No                             |
| Porirua          | 62,390<br>14% MEP   | 183km2          | 6,239                       | 10                            | Ward<br>2 general wards with 4 and 5 councillors<br>1 Māori ward with 1 councillor   | No                | Yes                            |
| Napier           | 67,450              | 106km2          | 6,745                       | 10                            | Refer yellow box   | No                | No                             |
| Napier           | 67,450              | 106km2          | 7,494                       | 9                             | Refer yellow box   | No                | No                             |
| Lower Hutt       | 114,000<br>11% MEP  | 377km2          | 9,500                       | 12                            | Mixed<br>6 general wards with 1 councillor per ward<br>6 councillors at large  | Yes 3 communities | No but will establish for 2025 |
| Dunedin          | 134,620<br>5% MEP   | 3,341km2        | 9,616                       | 14                            | At large   | Yes 6 communities | No                             |
| Hamilton         | 185,300<br>15% MEP  | 110.8km2        | 13,235                      | 14                            | Ward<br>2 general wards with 6 councillors per ward<br>1 Māori ward with 2 councillors                                       | No                | Yes                            |
| Wellington       | 216,230<br>4.5% MEP | 290km2          | 14,415                      | 15                            | Ward<br>5 general wards with 3 councillors per ward except for one ward with 2 councillors<br>1 Māori ward with 1 councillor | Yes 2 communities | Yes                            |
| Tauranga         | 161,800<br>10% MEP  | 168km2          | 17,977                      | 9                             | Ward<br>8 general wards with 1 councillor per ward<br>1 Māori ward with 1 councillor   | No                | Yes                            |
| Christchurch     | 396,200<br>6% MEP   | 1,426km2        | 24,763                      | 16                            | Ward<br>16 general wards with 1 councillor per ward  | Yes 6 communities | No                             |

\*Based on the current representation arrangements that took effect in 2022 local government elections except Tauranga which was reviewed more recently. MEP = Māori electoral population

### Appendix E - Deprivation index and commonalities between suburbs



Of those who answered the 2018 census question, percentage of Napier residents:

|                      | Deprivation Index | No heating used | No access to telecommunications | Income from Jobseeker support | Household income less than \$50,000 | Households without a car | Do not own home or hold home in a family trust | <25yr olds with no qualifications | Households composed of ≥2 families |
|----------------------|-------------------|-----------------|---------------------------------|-------------------------------|-------------------------------------|--------------------------|--|-----------------------------------|------------------------------------|
| Napier City          | 6                 | 1.68%           | 1.20%                           | 7.79%                         | 41.39%                              | 6.72%                    | 43.03%   | 9.86%                             | 2.42%                              |
| Bay View             | 3                 | 0.04%           | 0.01%                           | 0.14%                         | 0.78%                               | 0.03%                    | 1.11%  | 0.10%                             | 0.08%                              |
| Poraiti Hills        | 1                 | 0.00%           | 0.00%                           | 0.01%                         | 0.19%                               | 0.01%                    | 0.39%  | 0.20%                             | 0.04%                              |
| Poraiti Flat         | 1                 | 0.00%           | 0.00%                           | 0.05%                         | 0.55%                               | 0.01%                    | 0.45%  | 0.10%                             | 0.05%                              |
| Westshore            | 6                 | 0.03%           | 0.03%                           | 0.10%                         | 0.81%                               | 0.04%                    | 0.80%  | 0.10%                             | 0.03%                              |
| Inlet Napier City    |                   |                 |                                 |                               |                                     |                          |  |                                   |                                    |
| Onekawa West         | 7                 | 0.03%           | 0.01%                           | 0.01%                         | 0.18%                               | 0.03%                    | 0.24%  |                                   | 0.01%                              |
| Ahuriri              | 8                 | 0.03%           | 0.03%                           | 0.07%                         | 0.85%                               | 0.15%                    | 1.03%  | 0.10%                             | 0.03%                              |
| Taradale West        |                   | 0.00%           | 0.00%                           | 0.05%                         | 0.65%                               | 0.04%                    | 0.99%  | 0.10%                             | 0.08%                              |
| Greenmeadows West    | 5                 | 0.01%           | 0.03%                           | 0.07%                         | 1.45%                               | 0.18%                    | 1.09%  | 0.10%                             | 0.08%                              |
| Taradale South       | 5                 | 0.03%           | 0.03%                           | 0.21%                         | 1.82%                               | 0.34%                    | 1.67%  | 0.30%                             | 0.09%                              |
| Bluff Hill           | 4                 | 0.10%           | 0.04%                           | 0.22%                         | 1.40%                               | 0.22%                    | 1.62%  | 0.10%                             | 0.04%                              |
| Hospital Hill        | 3                 | 0.10%           | 0.04%                           | 0.23%                         | 1.45%                               | 0.21%                    | 1.78%  | 0.20%                             | 0.05%                              |
| Tamatea West         | 8                 | 0.10%           | 0.08%                           | 0.23%                         | 1.49%                               | 0.23%                    | 1.49%  | 0.40%                             | 0.09%                              |
| Tamatea North        | 8                 | 0.03%           | 0.01%                           | 0.25%                         | 1.13%                               | 0.23%                    | 1.22%  | 0.20%                             | 0.05%                              |
| Taradale Central     |                   | 0.04%           | 0.03%                           | 0.20%                         | 2.43%                               | 0.29%                    | 1.62%  | 0.40%                             | 0.07%                              |
| Tamatea East         | 8                 | 0.08%           | 0.03%                           | 0.26%                         | 1.24%                               | 0.23%                    | 1.23%  | 0.40%                             | 0.09%                              |
| Marewa West          | 9                 | 0.06%           | 0.03%                           | 0.23%                         | 1.39%                               | 0.19%                    | 1.28%  | 0.20%                             | 0.05%                              |
| Greenmeadows Central | 5                 | 0.03%           | 0.01%                           | 0.08%                         | 1.24%                               | 0.10%                    | 0.99%  | 0.10%                             | 0.05%                              |
| Onekawa Central      | 7                 | 0.04%           | 0.00%                           | 0.13%                         | 1.04%                               | 0.16%                    | 1.04%  | 0.20%                             | 0.05%                              |
| Pirimai West         | 6                 | 0.06%           | 0.05%                           | 0.26%                         | 1.18%                               | 0.23%                    | 1.21%  | 0.30%                             | 0.07%                              |
| Napier Central       |                   | 0.04%           | 0.00%                           | 0.05%                         | 0.23%                               | 0.07%                    | 0.40%  |                                   | 0.01%                              |

|                    |     |       |       |       |       |       |       |       |       |
|--------------------|-----|-------|-------|-------|-------|-------|-------|-------|-------|
| Greenmeadows South | 5   | 0.06% | 0.04% | 0.21% | 1.58% | 0.29% | 1.63% | 0.30% | 0.08% |
| Nelson Park        | 9   | 0.08% | 0.07% | 0.36% | 1.66% | 0.45% | 1.73% | 0.40% | 0.07% |
| Bledisloe Park     |     | 0.03% | 0.04% | 0.18% | 1.65% | 0.27% | 1.69% | 0.20% | 0.08% |
| Pirimai East       | 6   | 0.04% | 0.04% | 0.26% | 1.30% | 0.15% | 1.47% | 0.70% | 0.09% |
| Onekawa East       |     | 0.06% | 0.04% | 0.42% | 1.66% | 0.41% | 1.45% | 0.40% | 0.09% |
| Tareha Reserve     |     | 0.04% | 0.03% | 0.26% | 2.30% | 0.29% | 2.19% | 0.20% | 0.10% |
| Marewa East        | 9   | 0.12% | 0.12% | 1.06% | 3.03% | 0.69% | 2.80% | 0.90% | 0.16% |
| Onekawa South      | 10  | 0.07% | 0.08% | 0.64% | 1.84% | 0.29% | 2.25% | 1.20% | 0.17% |
| McLean Park        | 7   | 0.10% | 0.07% | 0.38% | 1.81% | 0.37% | 2.14% | 0.20% | 0.12% |
| Maraenui           | 10  | 0.16% | 0.18% | 1.02% | 2.03% | 0.42% | 2.57% | 1.59% | 0.24% |
| Meeanee-Awatoto    | 2-6 | 0.04% | 0.04% | 0.18% | 1.00% | 0.07% | 1.47% | 0.20% | 0.14% |

## Maraenui

2018 Census data + new information from People and Places Profile data (2018) and The Pulse of Napier (June 2023).

Population density:

- Highest population density in Napier (29.48 persons per hectare compared to Napier's 5.42 persons per hectare).

Deprivation:

- Deprivation score is 1300 compared to 1020 for Napier City and a median National average of 980, and is 10 on the Deprivation Index with Napier being 7.

Income level:

- 33% of households have an income of \$30,000 or less (23% Napier)
- 69% have an income of less than \$70,000 (56% Napier)

Employment occupation:

- top industries people are employed in:
- labourer 32% (13% Napier).
- manufacturing 17% (12% Napier)
- machinery operators and drivers 12% (6% Napier)
- agriculture 13% (6% Napier)

Top occupation Labourer

Lower percentage of professionals and managers:

- professionals 8% (21% Napier).
- managers 7% (15% Napier).

Employment type:

- More likely to be unemployed (7.8% versus 3.5% in Napier).
- Same likelihood to be employed full-time (15% versus 15% in Napier).
- Less likely to be an employer (0.8% versus 5% in Napier).
- Less likely to be self-employed without employees (3% versus 9% in Napier).

Ethnic characteristics:

- Majority identify as Māori 59% (22% Napier).
- Less than half the number of Europeans than Napier 45% (81% Napier).
- 495 Pacific peoples make up 14% of residents (compared to 3% in Napier), the majority of which are Samoan.

Communication links:

- Lowest access in Napier to a mobile, telephone, internet: compared to 1% across Napier
  - o Mobile 88% (91% Napier)
  - o Telephone 51% (67% Napier)
  - o Internet 68% (84% Napier)

Ward awareness and voter turnout:

- Nelson Park ward had the lowest voter turnout between 2007 and 2016.
- Nelson Park ward had the lowest ward awareness.

Community Organisations:

- Highest percentage of community organisations in one suburb.

Access to Transport:

- 13% of households do not have a vehicle compared to (7% Napier)

Households:

- 39% own their own home (53% Napier)
- 5% of households do not have any 'fuel' to heat their home (2% Napier)

From 2023 Annual Residents Satisfaction Survey

- Satisfaction with specific Council services lower in Nelson Park Ward:
  - Animal Control (Onekawa-Tamatea too)
  - Noise Control
  - Stormwater drains (Onekawa-Tamatea too)
  - Sports fields (Onekawa-Tamatea too)
- Satisfaction with specific Council services higher in Nelson Park Ward:
  - Swimming pools



## Appendix F - Councillor portfolios

Māori/Iwi partnerships  
Housing  
Sport and recreation  
Community resilience  
Child friendly city  
Positive ageing, diversity and accessibility  
Arts, culture and heritage  
Council tourism facilities  
Climate change and coastal hazards  
Economic development  
City services  
Environment and sustainability  
Transportation

## Appendix G - Council strategies relevant to city-wide communities of interest

Napier Positive Ageing Strategy (focusing on residents aged 65 and older)  
Disability Strategy (focusing on residents with disabilities)  
Joint Alcohol Strategy (focusing on 'at risk' groups)  
Napier Libraries Strategy (focusing on the wider community)  
Napier Youth Strategy (focusing on residents aged between 12-24 years)  
Safer Napier Strategy (focusing on priority minority or disadvantaged groups)  
Welcoming Communities (focusing on newcomers, migrants, former refugees and international students)  
Napier Neighbourhood Support (focusing on the wider community)

## Appendix H - Representation options – post 30 May workshop

At the Council Workshop on 30 May, Councillors further considered representation of communities of interest. Further modelling was undertaken:

- Model Bupa 25 Ulyatt Road Napier, within the Nelson Park ward, or green ward/Onekawa ward in 3 ward option.
- Model expansion of Taradale ward to include Meeanee up to Willowbank Road
- Model moving Te Awa developments into the Nelson Park ward.
- Consider fairer representation for green ward/Onekawa ward in 3 ward option.
- New 3 ward option – check feasibility of 2 councillors in each of the 3 wards, 1 Māori ward councillor, and 2 at large councillors.
- New 4 ward option – to include 2 councillors in each ward, and 1 Māori ward councillor, and 3 at large councillors.

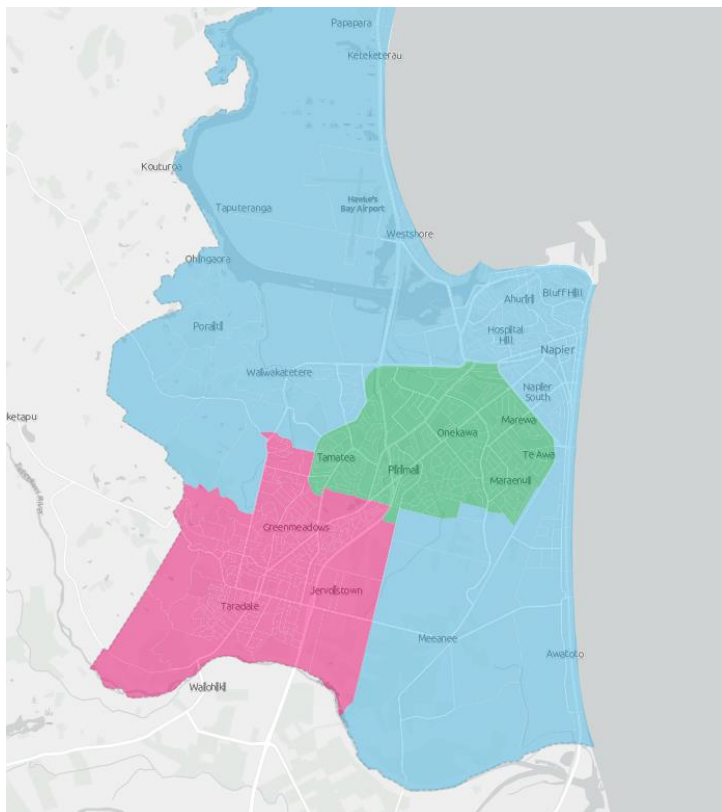


*The above ward configuration also fits within the +/- 10% rule for 2 councillors in each general ward, 1 Māori ward councillor and 3 at large*

Note: Council was presented with options at the 16 April Council Workshop with 1 Māori ward councillor, however set direction they preferred 2 Māori ward councillors. Mana whenua has also advised that 2 is the preferred amount. For these reasons, this option is discounted.

| <b>Wards</b>                   | <b>Electoral population estimate*</b> | <b>Number of councillors</b> | <b>Population per councillor</b> | <b>Deviation from population per councillor sub-total general wards</b> | <b>Within +/- 10%</b> |
|--------------------------------|---------------------------------------|------------------------------|----------------------------------|---|-----------------------|
| Ahuriri ward                   | 19,050                                | 2                            | 9,525                            | -142  | -1.47                 |
| Onekawa ward                   | 20,400                                | 2                            | 10,200                           | 533   | 5.52                  |
| Taradale ward                  | 18,550                                | 2                            | 9,275                            | -392  | -4.05                 |
| <b>Sub-total general wards</b> | <b>58,000</b>                         | <b>6</b>                     | <b>9,667</b>                     | N/A   | N/A                   |
| Māori ward                     | <b>9,500</b>                          | <b>1</b>                     | <b>9,500</b>                     | N/A   | N/A                   |
| At large                       | 67,500                                | 2                            | N/A                              | N/A   | N/A                   |
| <b>Total</b>                   | <b>67,500</b>                         | <b>9</b>                     | <b>7,500</b>                     | N/A   | N/A                   |

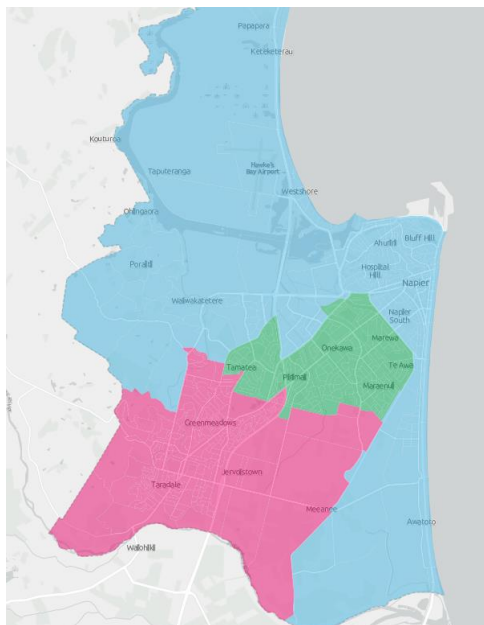
**3 Wards – Jervoistown within Taradale ward and Bupa within Green ward**



| <b>Wards</b>                   | <b>Electoral population estimate*</b> | <b>Number of councillors</b> | <b>Population per councillor</b> | <b>Deviation from population per councillor sub-total general wards</b> | <b>Within +/- 10%</b> |
|--------------------------------|---------------------------------------|------------------------------|----------------------------------|---|-----------------------|
| Ahuriri ward                   | 19,550                                | 3                            | 6,517                            | 72  | 1.12                  |
| Onekawa ward                   | 20,400                                | 3                            | 6,800                            | 356   | 5.52                  |
| Taradale ward                  | 18,050                                | 3                            | 6,017                            | -428  | -6.64                 |
| <b>Sub-total general wards</b> | <b>58,000</b>                         | <b>9</b>                     | <b>6,444</b>                     | <b>N/A</b>  | <b>N/A</b>            |
| Māori ward                     | <b>9,500</b>                          | <b>2</b>                     | <b>4,750</b>                     | <b>N/A</b>  | <b>N/A</b>            |
| <b>Total</b>                   | <b>67,500</b>                         | <b>11</b>                    | <b>6,136</b>                     | <b>N/A</b>  | <b>N/A</b>            |

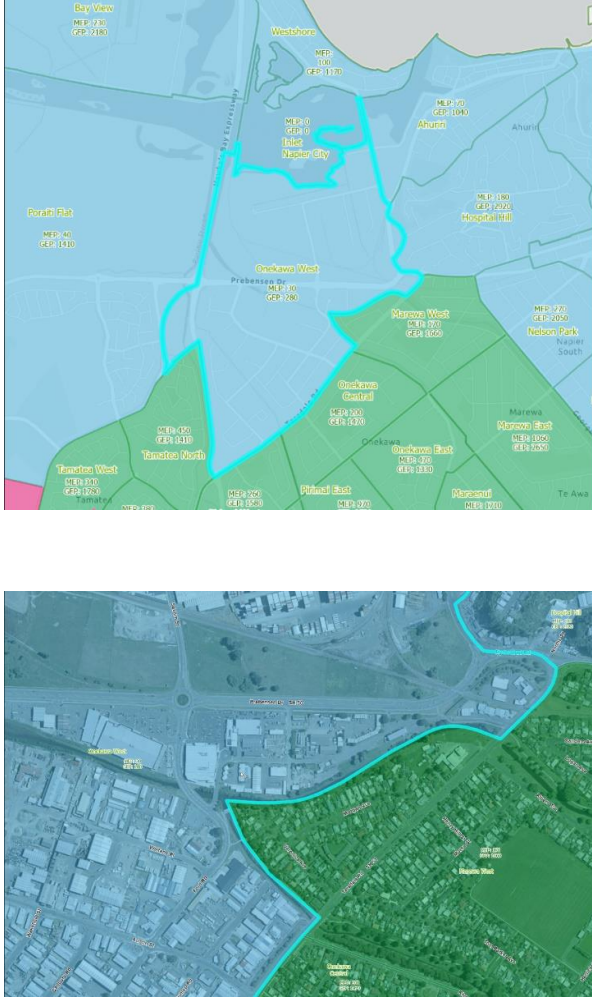
**3 Wards – expansion of Taradale ward to include Jervoistown and Meeanee up to Willowbank Road, Bupa within Green ward, and Northern part of Onekawa West within Ahuriri.**


Additional changes include: Remainder of Onekawa West to Ahuriri ward. Entire part of Greenmeadows South suburb within Taradale ward, and bottom meshblocks of Tamatea West to be included in Taradale Ward.



| Wards                          | Electoral population estimate* | Number of councillors | Population per councillor | Deviation from population per councillor sub-total general wards | Within +/- 10% |
|--------------------------------|--------------------------------|-----------------------|---------------------------|--|----------------|
| Ahuriri ward                   | 19,200                         | 3                     | 6,400                     | -44  | -0.69          |
| Onekawa ward                   | 19,500                         | 3                     | 6,500                     | 56   | 0.86           |
| Taradale ward                  | 19,300                         | 3                     | 6,433                     | -11  | -0.17          |
| <b>Sub-total general wards</b> | <b>58,000</b>                  | <b>9</b>              | <b>6,444</b>              | <b>N/A</b>   | <b>N/A</b>     |
| Māori ward                     | <b>9,500</b>                   | <b>2</b>              | <b>4,750</b>              | <b>N/A</b>   | <b>N/A</b>     |
| <b>Total</b>                   | <b>67,500</b>                  | <b>11</b>             | <b>6,136</b>              | <b>N/A</b>   | <b>N/A</b>     |

Details for proposed changes:

| Change   | Map snippet   | Rationale   |
|--|---|---|
| <p>Onekawa West Southern meshblock to Ahuriri Ward. (The meshblocks north of Prebenson Drive were already sitting within the Ahuriri ward in the existing 4 ward structure)</p> <p>From Prebenson Road in North down to Taradale Road in South.</p> <p>This affects a small number of people. There are 280 GEP in the entire Onekawa West SA2.</p> <p>The Green part that extends North West of Taradale Road is residential and includes Veronica Ave and Morgan Ave area.</p> |  | <p>This area is predominantly industrial.</p> <p>Ahuriri Ward already contains industrial areas in Onekawa West (Northern Part), Ahuriri, Seaport, Airport, and Awatoto industrial.</p> <p>It is also very close to the city where people can shop.</p> |

|   |  |   |
|---|--|---|
| <p>Greenmeadows South suburb to be put back into Taradale ward. It currently sits within Taradale ward in the existing 4 ward structure.</p> <p>From Hawke’s Bay Expressway to Kennedy Road. It follows the SA2 on the Southern Boundary, there is no road.</p> |   | <p>It was inadvertently moved into the Green ward as we only had modelling at SA2 level to begin with. There is a slight anomaly where the SA2 for Pirimai East includes the upper most meshblocks of Greenmeadows South. Now we have more detailed modelling from stats, we have modelled it with that part of Greenmeadows South back in the Taradale Ward.</p>   |
| <p>Tamatea West – bottom meshblocks</p> <p>From Glamorgan Avenue to York Avenue to Westminster Ave.</p>   |  | <p>Similar deprivation index to nearby Greenmeadows, less deprivation than other areas in Tamatea.</p> <p>Very close to Greenmeadows shops – 500m approx. versus 200m to Pak n Save Tamatea.</p> <p>The orange-shaded map shows the deprivation ratings. The dark blue line shows the existing ward boundaries. The lighter colour in the southern meshblocks of Tamatea West is 2-4 on the index and the orange colour is 4-</p> |



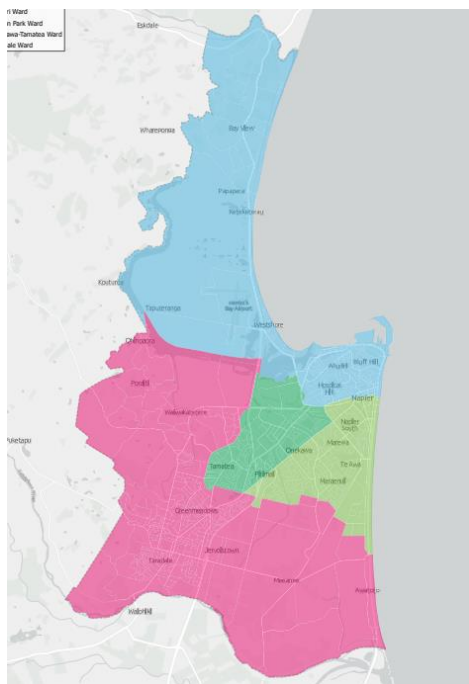


6. Whereas the other colours north of the existing ward boundary are 6-8 and 8-10

**Current ward structure - with Bupa and Te Awa developments within Nelson Park ward. Onekawa West fully within Onekawa-Tamatea ward except for Humber street meshblock.**

Note: by adding Te Awa developments into Nelson Park ward, it expands it so that Nelson Park ward now has the highest population/member ratio.

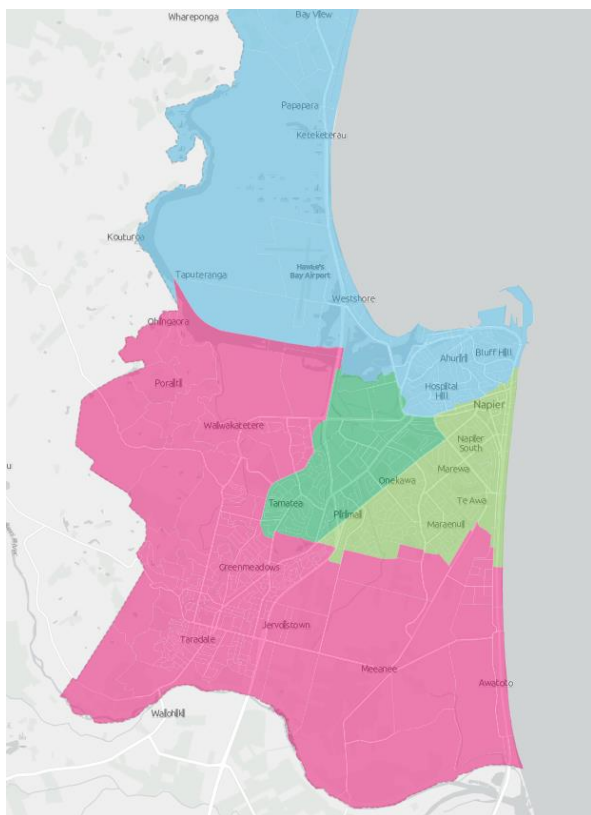
(Model presented in council report – initial proposal)



| Wards                            | Electoral population estimate* | Number of councillors | Population per councillor | Deviation from population per councillor sub-total general wards | Within +/- 10% |
|----------------------------------|--------------------------------|-----------------------|---------------------------|--|----------------|
| Ahuriri ward                     | 10,250                         | 2                     | 5,125                     | -148   | -2.80          |
| Onekawa-Tamatea ward             | 9,550                          | 2                     | 4,775                     | -498   | -9.44          |
| Nelson Park ward                 | 17,100                         | 3                     | 5,700                     | 427  | 8.10           |
| Taradale ward                    | 21,100                         | 4                     | 5,275                     | 2  | 0.04           |
| <b>Sub total - general wards</b> | <b>58,000</b>                  | 11                    | 5,273                     |  |                |
| Māori ward                       | 9,480                          | 2                     | 4,740                     |  | N/A            |
| <b>Total</b>                     | <b>67,480</b>                  | 13                    | 5,191                     |  | N/A            |

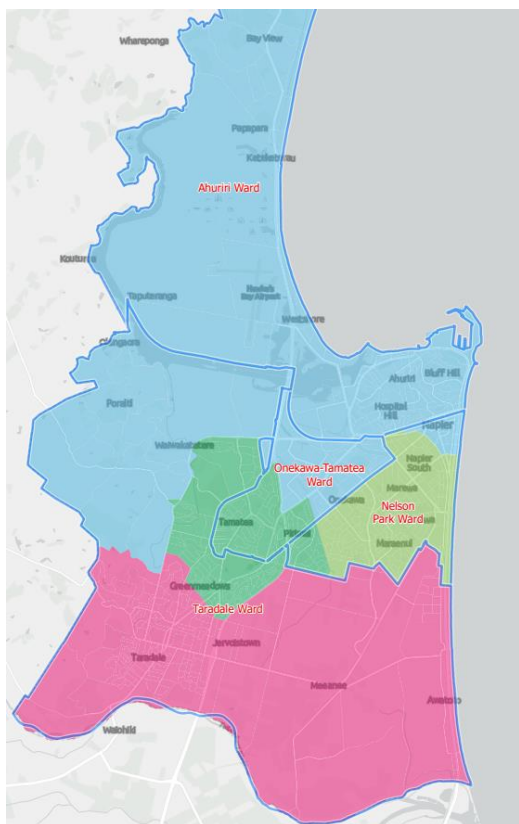
**Current ward structure – with Bupa within Nelson Park ward. Onekawa West fully within Onekawa-Tamatea ward except for Humber street meshblock.**

(Model presented in the Council report initial proposal)



| Wards                          | Electoral population estimate* | Number of councillors | Population per councillor | Deviation from population per councillor sub-total general wards | Within +/- 10% |
|--------------------------------|--------------------------------|-----------------------|---------------------------|--|----------------|
| Ahuriri ward                   | 10,100                         | 2                     | 5,050                     | -227   | -4.31          |
| Onekawa-Tamatea ward           | 9,550                          | 2                     | 4,775                     | -502   | -9.52          |
| Nelson Park ward               | 15,700                         | 3                     | 5,233                     | -44  | -0.83          |
| Taradale ward                  | 22,700                         | 4                     | 5,675                     | 398  | 7.54           |
| <b>Sub-total general wards</b> | <b>58,050</b>                  | <b>11</b>             | <b>5,277</b>              | <b>N/A</b>   | <b>N/A</b>     |
| Māori ward                     | <b>9,480</b>                   | <b>2</b>              | <b>4,740</b>              | <b>N/A</b>   | <b>N/A</b>     |
| <b>Total</b>                   | <b>67,530</b>                  | <b>13</b>             | <b>5,195</b>              | <b>N/A</b>   | <b>N/A</b>     |

**New – based on current ward structure – accommodating 2 councillors in each ward, 1-2 Māori ward councillors and 3-4 at large councillors**



| Wards                          | Electoral population estimate* | Number of councillors | Population per councillor | Deviation from population per councillor sub-total general wards | Within +/- 10% |
|--------------------------------|--------------------------------|-----------------------|---------------------------|--|----------------|
| Ahuriri ward                   | 14,650                         | 2                     | 7,325                     | 63   | 0.86           |
| Onekawa-Tamatea ward           | 14,800                         | 2                     | 7,400                     | 138  | 1.89           |
| Nelson Park ward               | 13,150                         | 2                     | 6,575                     | -688   | -9.47          |
| Taradale ward                  | 15,500                         | 2                     | 7,750                     | 488  | 6.71           |
| <b>Sub-total general wards</b> | <b>58,100</b>                  | <b>8</b>              | <b>7,263</b>              | <b>N/A</b>   | <b>N/A</b>     |
| Māori ward                     | <b>9,480</b>                   | <b>1</b>              | <b>9,480</b>              | <b>N/A</b>   | <b>N/A</b>     |
| At large                       | <b>67,580</b>                  | <b>3</b>              | <b>N/A</b>                | <b>N/A</b>   | <b>N/A</b>     |
| <b>Total</b>                   | <b>67,580</b>                  | <b>12</b>             | <b>5,632</b>              | <b>N/A</b>   | <b>N/A</b>     |

Changes to current ward boundaries include:

|  |              |  |             |
|--|--------------|--|-------------|
|  | <i>Gains</i> |  | <i>Less</i> |
|--|--------------|--|-------------|

|                      |   |  |
|----------------------|---|--|
| Ahuriri ward         | Napier central<br>Marewa West<br>Onekawa West<br>Onekawa Central<br>Poraiti Hills | N/A  |
| Nelson Park ward     | N/A   | Napier central   |
| Onekawa-Tamatea ward | Greenmeadows<br>Central/South/West,<br>Poraiti Flat                               | Marewa West<br>Onekawa West<br>Onekawa Central           |
| Taradale ward        | N/A   | Poraiti hills/flat<br>Greenmeadows<br>Central/South/West |

This option can only allow 1 Māori ward councillor and for this reason it is discounted.