



ORDINARY MEETING OF COUNCIL

Open Agenda -Representation Review Additional Attachment

Meeting Date: Thursday 27 June 2024

Time: 9.30am (Adopt LTP)

Venue: Large Exhibition Hall
War Memorial Centre
Marine Parade
Napier

Livestreamed via Council's Facebook page

TABLE OF CONTENTS

Agenda items

7	Representation Review Initial Proposal	2
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AGENDA ITEMS

12. REPRESENTATION REVIEW INITIAL PROPOSAL

<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 & 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 Review¹.
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.

¹ Page 28 refers 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*, 9th 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 Zealand², and from 'Our People and Places Profile'³.
 - 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 Report⁴
 - 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.

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

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

⁴ <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.

