

Napier City Council Representation Review

Council workshop 16 April 2024

2.15pm-4.15pm

Open to public



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Purpose of workshop

- Councillors to understand overall framework that shapes available representation options and be able to ask any questions of clarification to expert Stephen Hill from Electionz.com
- Councillors to provide direction on 3-4 options to test with public in May, including options for Māori wards and a community board in the Maraenui area.

Runsheets – 2 hours

- Introduction
- Māori wards and government's new directive
- Communities of interest
- Scenarios – presentation and then discussion
- Community boards – presentation then discussion
- Summary & next steps



Introduction

Basis of election

- wards
- mixed (wards + at large seats)

Council size including number of Māori ward seats

Ward configurations/boundaries – single-member wards and multi-member wards

Ward names

Community boards



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Introduction

- Pre-consultation – 6-24 May
 - Test no more than 4 models
 - Targeted engagement on Māori wards configuration and community board for Maraenui area.
- 30 May – Council workshop
- June 27 – Council decision on initial proposal
- 8 July to 8 August – Submissions
- 9-11 Sept – Hearing
- 10 Oct-7 Nov – Appeals/objections
- TBC – Local government commission hearing



History of Napier's representation arrangements

- 1997–1989 – At large
- 1989-1998 – 3 Wards – Onekawa, Taradale, Ahuriri
- 1998-2006 – At large
- 2006-2016 – Mixed – 6 seats at large 6 wards seats over 4 wards – Ahuriri (1), Onekawa-Tamatea (1), Nelson Park (2), Taradale (2). **Local Government Commission overturned Council's final proposal which was to continue at large.**
- 2019-2025 – 4 Wards. Council's initial proposal was status quo mixed system. Submissions came back in support of a ward-only system. Went to LGC who upheld Council's final proposal.
- Council size – 12 councillors except 1995 where there was 13
- No community boards

Māori wards and new government legislation

- Won't know exact details until bill introduced.
- Following looks like, as relayed by Department of Internal Affairs:
- Councils like Napier will have to hold binding poll at 2025 local election UNLESS, we decide to rescind decision to establish Māori wards.
- At the poll, there will only be a change if voters decide to remove Māori wards. Māori wards would continue for 2025-2028 then be removed for 2028-2031 & 2031-2034.



Discussion

- Any questions that you feel you need answered now?
- List other questions for 'parking lot' to be discussed at Council meeting on 18 April.

Communities of interest



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Community of Interest Definition

- 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
- Political – the ability of the elected body to represent the interests and reconcile the conflicts of all its members.



Assessing communities of interest

We looked at:

- 2023 Pre-engagement results
- Census data
- The Social Monitor Survey, Post-Cyclone Community Wellbeing Survey, Annual Resident Satisfaction Survey
- People & Places Profiles – Dot loves data
- The Pulse Dashboard
- Council records
- Surveys with Elected Members and Key Stakeholders
- 2018 Representation Review
- 2023 Annual Resident Satisfaction Survey



Key findings

- Napier City is identified as a community of interest, with survey respondents identifying geographical features across the city which give a sense of belonging, eg Marine Parade.
- 26% of respondents felt most connected to their suburb. Across different neighbourhoods there is a strong emphasis on community ties.
- Only 5% of respondents felt a sense of belonging to their ward. However, 70% correctly identified their ward.
- There is a lot of development across the city altering existing COIs.
- The rohe or takiwā of Napier's mana whenua is Ahuriri/Napier City.



Key findings

- There is little appetite for a larger council, most preferred is status quo or smaller.
- Most survey respondents preferred the ward system (32%) with top reasons being
 - Local representation/greater knowledge
 - Works well happy with it
 - Better access to councillors/ live in the area they represent.

Key findings

- Current ward system broadly accommodates communities of interest.
- Ahuriri ward/ Taradale ward share similar socio-economic stats.
- Onekawa-Tamatea/Nelson Park share similar socio-economic stats.
- Nelson Park ward has suburbs which are very high on the deprivation index.

Scenarios

Scene setting

Māori wards frames the options e.g. 1 or 2 Māori ward councillors

So far feedback has been for 2 Māori ward councillors in 1 city-wide Māori ward, so bear this in mind when thinking through options.

We will present each option, then open for any questions after each mode. Then once all options are presented we will undertake a ranking exercise.



Number of Māori ward councillors

GW	MW	Council size excluding any at large
16	3	19
15	3	18
15	2	17
14	2	16
13	2	15
12	2	14
11	2	13
10	2	12
9	2	11
9	1	10
8	1	9
7	1	8
6	1	7
5	1	6
4	1	5



Keep in mind - 3 criteria

1. Communities of interest
2. Effectively representing communities of interest
3. Fair representation

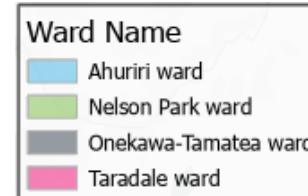
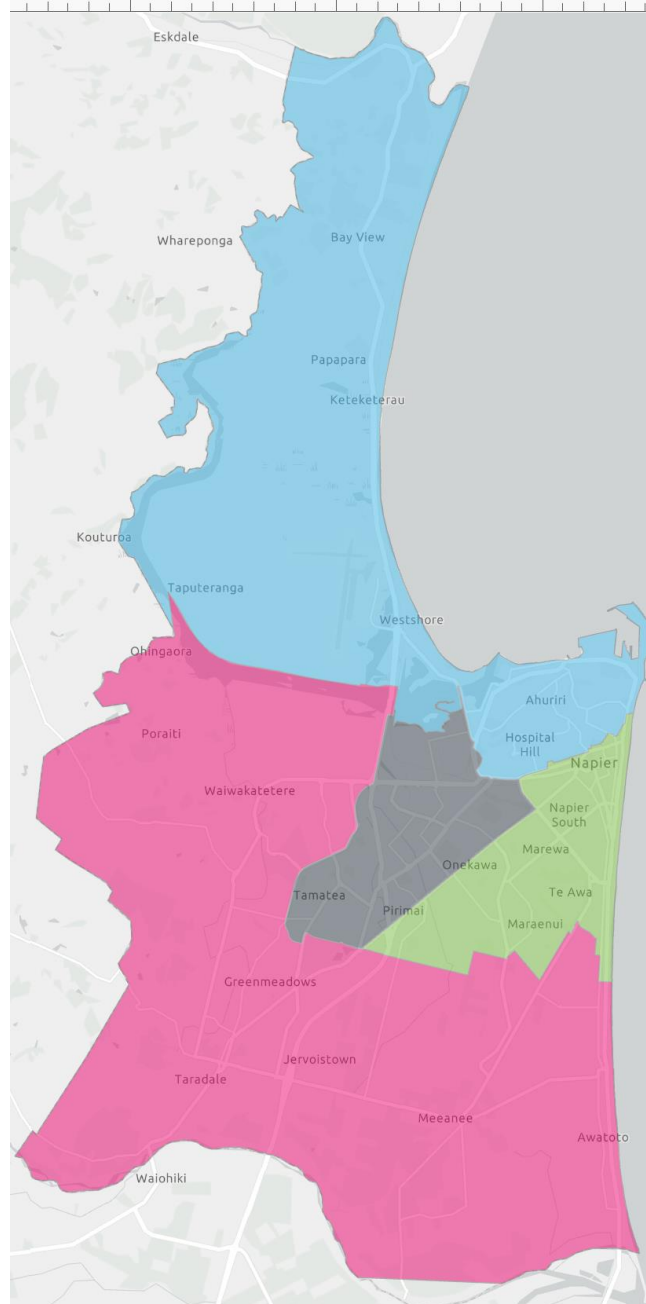
Caveat- re mesh-block modelling



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Options 1 & 2

Map



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Option 1



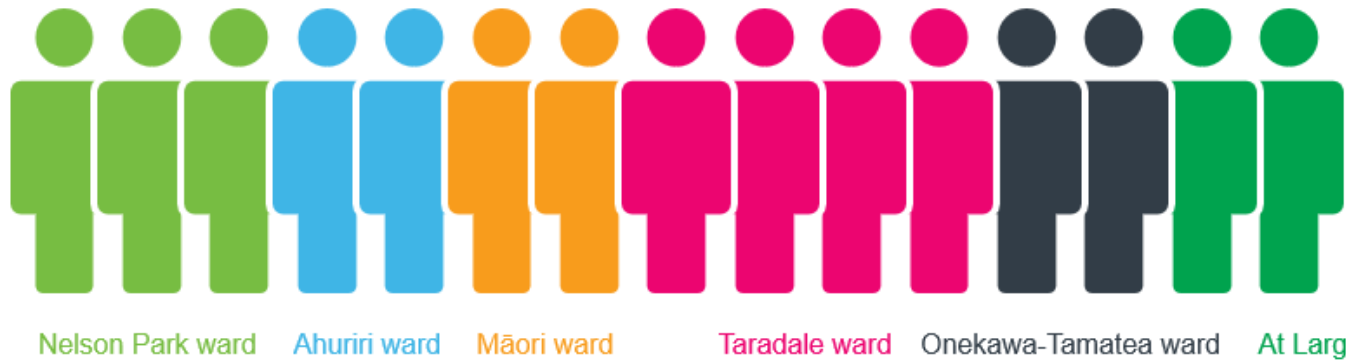
Nelson Park ward Ahuriri ward Māori ward Taradale ward Onekawa-Tamatea ward

13

Comment

- Closest to status quo. Easy to accommodate Māori wards with minimal change.
- Retains current ward boundaries. Gives voters in high deprivation areas specific representation.
- Close to exact numbers of ward councillors except 1 less for Nelson Park.
- 2 Māori ward councillors.
- General wards similar size to Māori ward
- Council size is 1 larger.

Option 2



15



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

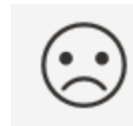
Comment

- Mixed system option.
- Same details as option 1 except Council size is 3 larger. Gives all voters some extra seats to vote for.
- Population/member ratio is 4,501. (Current is 5,625).
- Additional 'at large' councillors

more people for all voters to vote for; more viewpoints; bring a city-wide perspective, greater representation

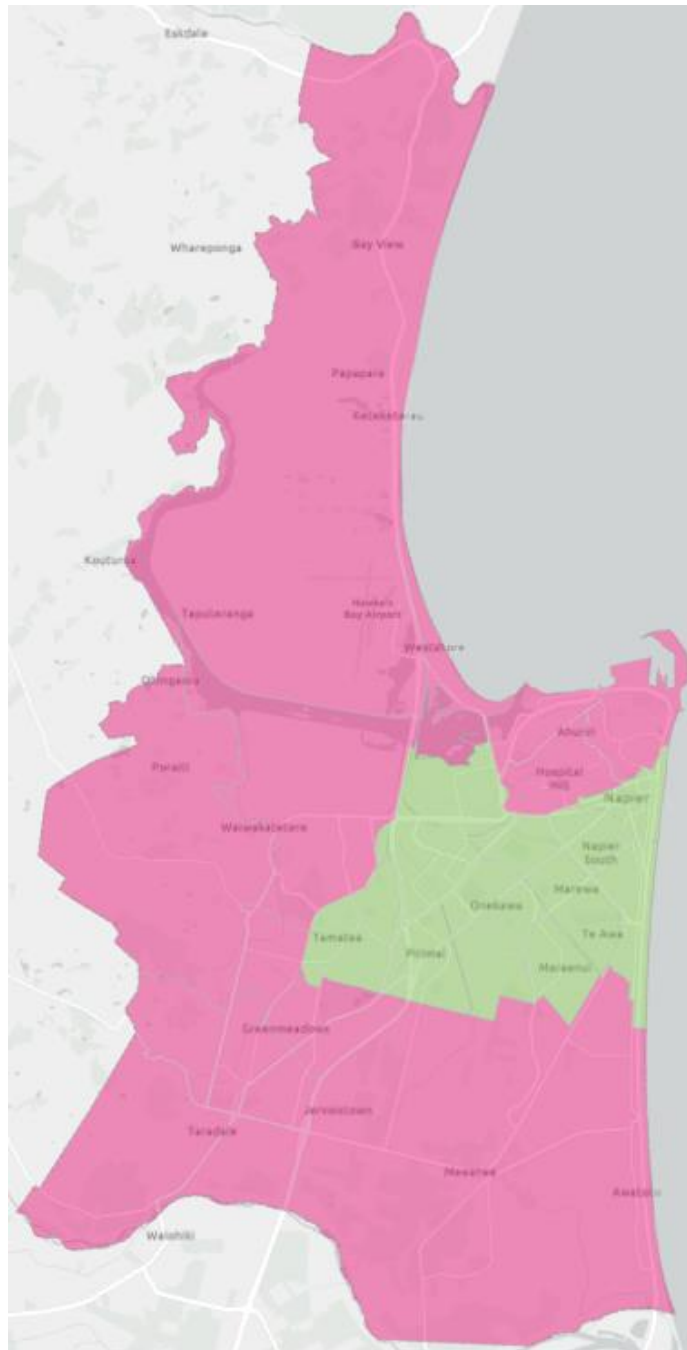


harder to hold to account; confusion for councillors and public; lower pay for each councillor; greater expense to stand as a candidate; voters in areas that have higher voter turnout more likely to vote in preferred candidate





Options 3-5

Map



Ward Name

-  Nelson Park/Onekawa-Tamatea ward
-  Taradale/Ahuriri ward



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Option 3



11

Combining Nelson Park ward and Onekawa-Tamatea ward

Māori ward

Combining Ahuriri ward and Taradale ward

Comment

- Uses current wards and combines wards that share similar deprivation ratings, demographics
- 2 Māori ward councillors
- Less wards:
 - closest option to ‘at large’ ‘city-wide’ representation
 - provides direct representation for voters in high deprivation areas
 - all general ward voters get to vote for more seats than Option 1 (closest to status quo)
 - could be higher costs for campaigning



Option 4



12

Combining Nelson Park ward
and Onekawa-Tamatea ward

Combining
Ahuriri ward and
Taradale ward

Māori ward

At Large



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Comment

- An option that provides for several 'at large' councillors.
- All voters get to vote for ward and 'at large' councillors. Out of all the options this has the largest amount of councillors that all voters can vote for minimum of 7.
- Retains ability for direct representation of high deprivation areas however, tips balance further away from wards to 'city-wide' 'at large' representation.
- Only 1 Māori ward councillor.
- This would be quite a departure from current ward-only structure due to large number of 'at large'.



Option 5



6

Community Board(s)

Combining Nelson Park ward and Onekawa-Tamatea
Combining Ahuriri ward and Taradale Ward
Māori ward



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Comment

- Small size Council – strategically focused, delegated decision-making power to community boards.
- Only 1 Māori ward councillor. However the two general wards only have 2-3 councillors.
- Likely require full time position, more focus for councillors on governance. Attract full-time candidates with higher pay.
- Significant departure from previous representation arrangements in Napier.
- High population/member ratio, well outside of target range. However some examples of cities without community boards e.g. Tauranga, Hamilton.



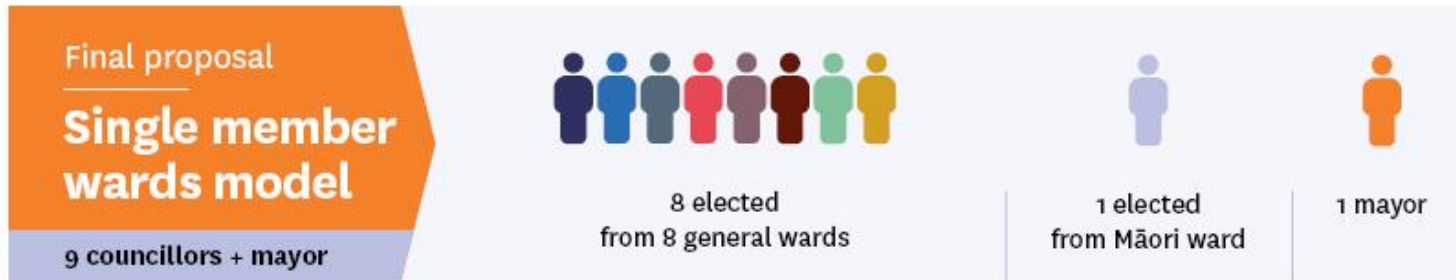
Comment

- Smaller group of councillors for community to hold account.
- Possibly less diversity amongst councillors.
- Full-time role may deter some potential candidates.
- Additional costs associated with establishing community boards. Could open up door for establishing multiple community boards.
- In previous consultations, Bayview residents not keen to pay for a board, and only 8% supported having one. 46% of Meeanee-Awatoto residents are in support of a board, and 29% of Poraiti residents.
- In Maraenui and surrounds, 54% interested.



Comment

- Tauranga



Population – 151,300

Population/member ratio – 16,778.

8 Single-member general wards to encourage direct community representation.

No community boards.

Comment

- Hamilton



Population – 176,530

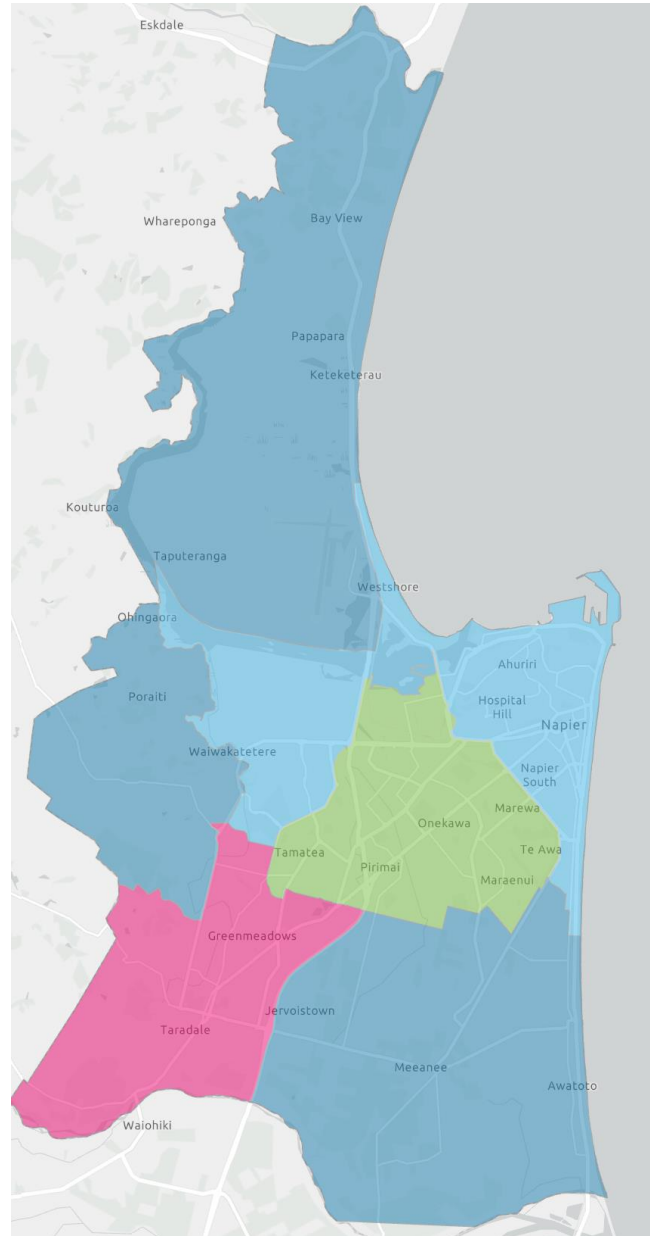
Population/member ratio – 12,600

No community boards.

- However, looking at exploring concept of community committees for each ward.

Option 6

Map



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Option 6



Semi-rural ward

Māori ward

Onekawa ward

Taradale ward

Ahuriri ward

11



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Comment

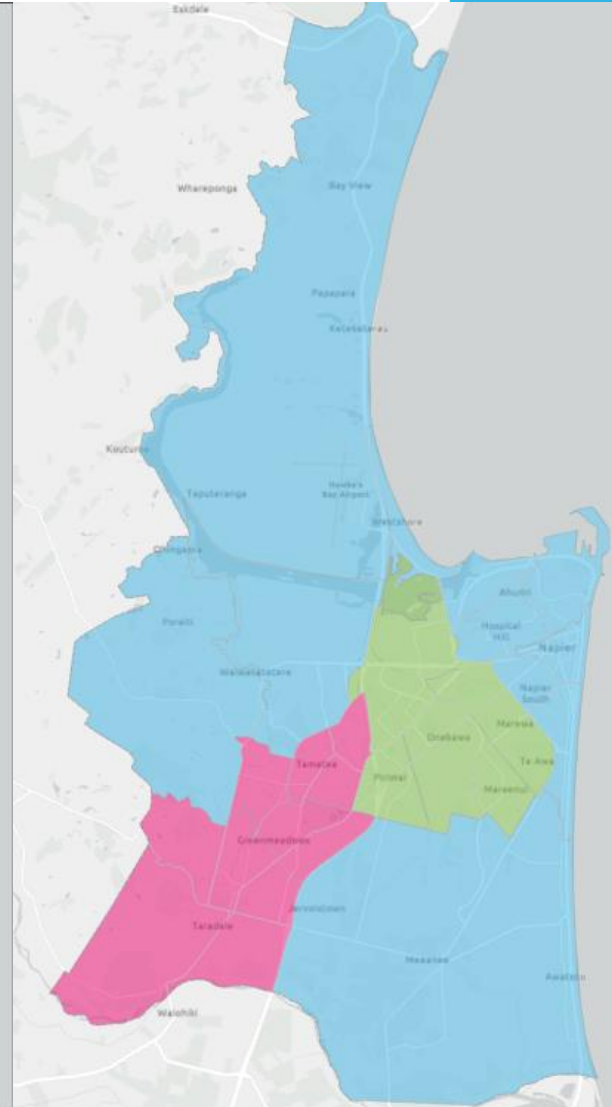
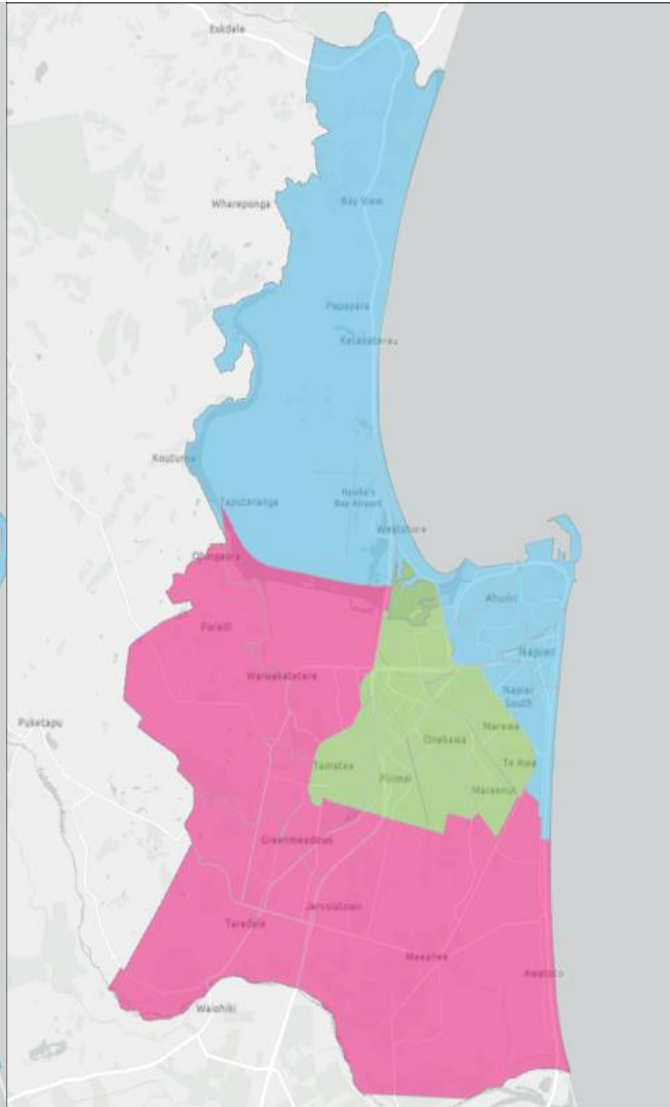
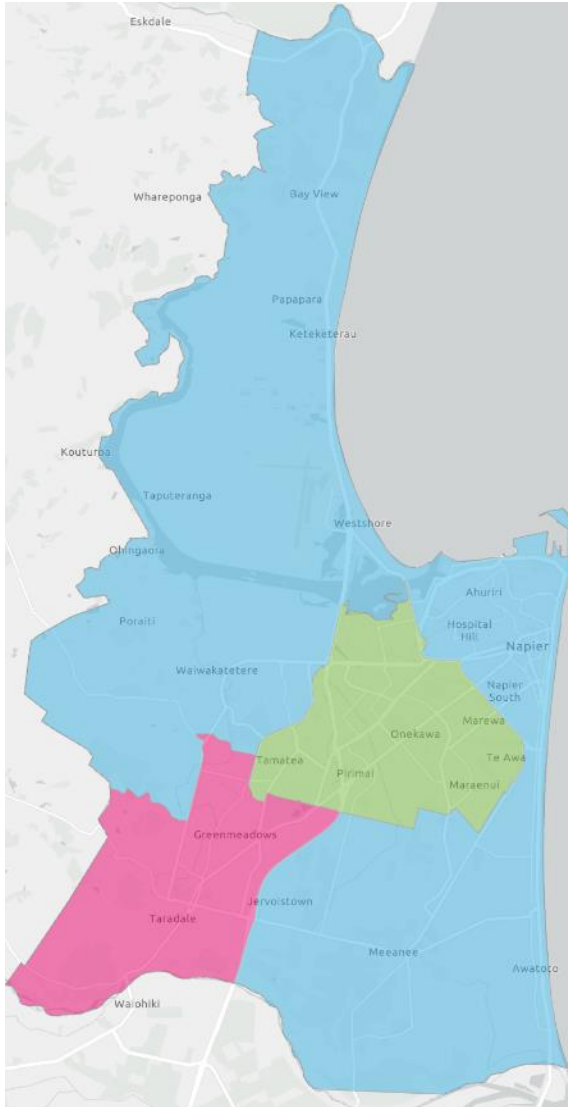
- Semi-rural ward – why?
 - Distinct characteristics like:
 - land-use – rural and rural residential; market gardening, grazing, some viticulture; some industrial some timber production; some coastal; airport
 - low population density, combined coverage approx. 2/3 of Napier land
 - rating system different
 - projected growth in Poraiti hills with Mission Estate, Te Awa development.

Comment

- Gives united voice to semi-rural areas, as opposed to being included in Taradale and Ahuriri wards.
- Allows for 2 Māori ward councillors.
- Combines areas of highest deprivation into one ward.
- Council size 1 less from current arrangements.
- Risks of single member wards amongst multi-member wards.

Options 7-9 - Map

Ward Name	
	Ahuriri ward
	Onekawa ward
	Taradale ward





11

Māori ward

Onekawa ward

Taradale ward

Ahuriri ward



13

Onekawa ward

Māori ward

Taradale ward

Ahuriri ward



13

Onekawa ward

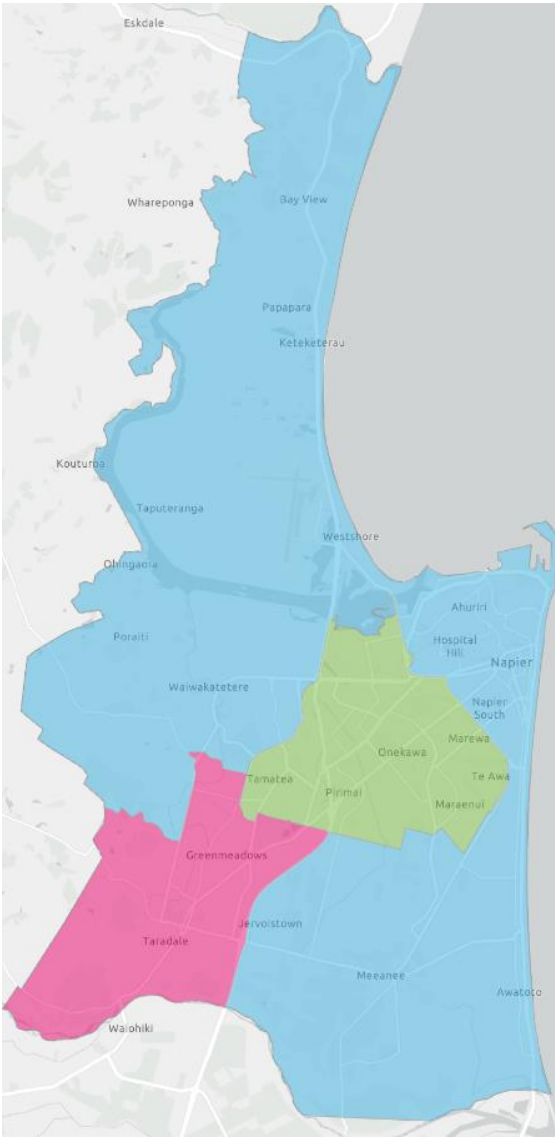
Māori ward

Taradale ward

Ahuriri ward



Option 7



Māori ward Onekawa ward Taradale ward Ahuriri ward

11



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Comment – Option 7

- Ahuriri ward – includes all semi-rural areas, includes all coastal areas, city, Airport/Seaport, Parklands, Te Awa development, Napier Hill (Mataruahou).
- Taradale ward – allows for community of interest of Taradale suburbs and greenmeadows
- Onekawa ward – combines high deprivation areas of Nelson Park ward and Onekawa-Tamatea ward (except Nelson Park/McLean park)

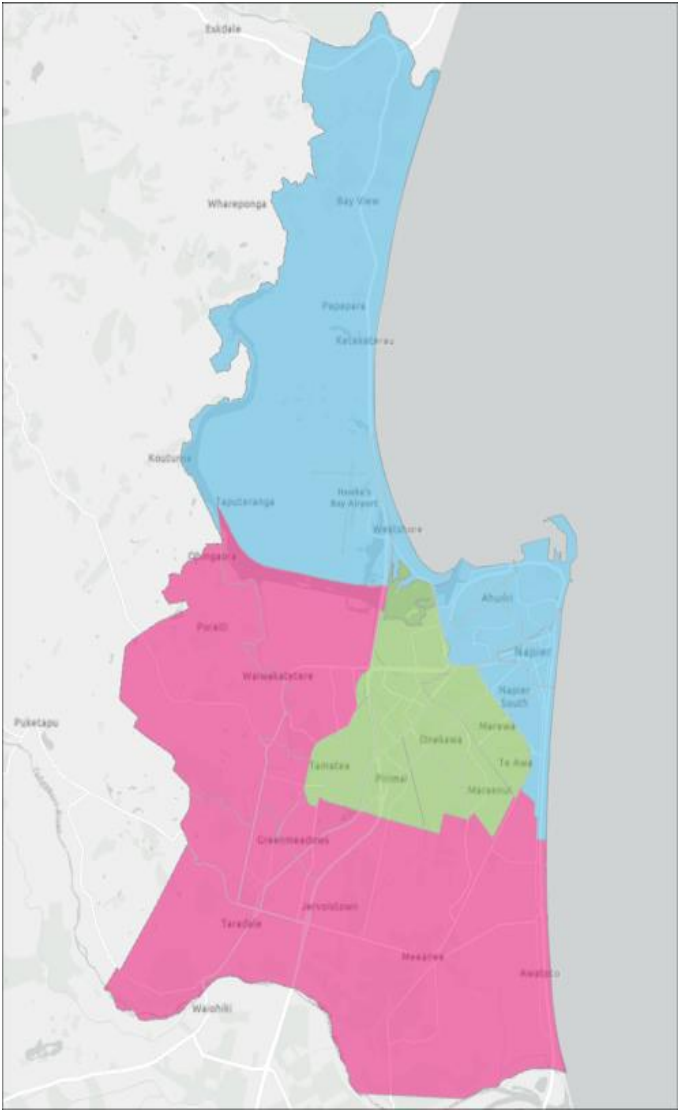


Comment – Option 7

- Allows for 2 Māori ward councillors
- Allows for 3 general wards of equal number of councillors
- Recognises that newer developments have road connection into the city so functional community of interest likely to include city such as Te Awa, Parklands, Mission Hills. Typically low deprivation for new developments too (excluding social housing).
- Nelson Park, McLean Park, Ahuriri and Westshore have above average deprivation ratings.
- Semi-rural communities are at far ends of Napier.
- May split some functional communities of interest e.g. Jervoistown residents may use Taradale facilities.
- Council size is one less than current size.



Option 8



13

Onekawa ward Māori ward Taradale ward Ahuriri ward

Comment – Option 8

- Ahuriri ward – includes Nelson Park and McLean Park.
- Taradale ward – no change.
- Onekawa ward – combines high deprivation areas of Nelson Park ward and Onekawa-Tamatea ward (except Nelson Park/McLean park)

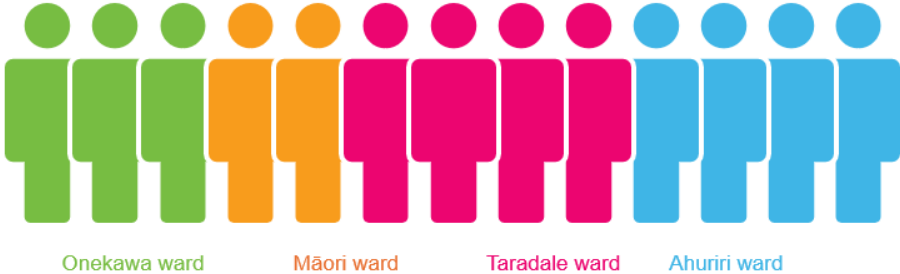
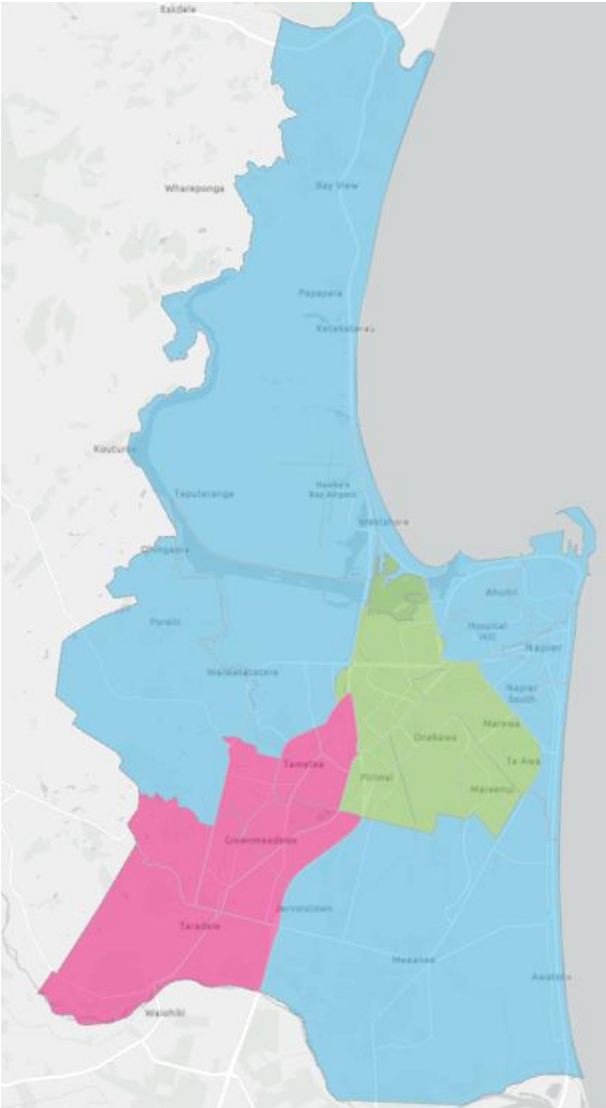


Comment

- Allow for 2 Māori ward councillors
- 3 general wards, Taradale/Onekawa (4), Ahuriri (3)
- Slightly larger council size at 13
- Allows specific representation for high deprivation areas
- Less ward changes from status quo compared to options 7 and 9



Option 9



13



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Comment – Option 9

- Ahuriri ward – includes all semi-rural areas, includes all coastal areas, city, Airport/Seaport, Parklands, Te Awa development, Napier Hill (Mataruahou).
- Taradale ward – includes Tamatea North/South, Taradale, Greenmeadows.
- Onekawa ward – combines high deprivation areas of Nelson Park ward and Onekawa-Tamatea ward (except Nelson Park/McLean park/Tamatea North/Tamatea South)



Discussion – direction sought

- **Break-out session**
- **Overall comments/ any further questions?**
- **Which 3-4 options does Council wish to test with the community?**
- **Ranking exercise – advantages/disadvantages**
- **Also consider overall Council size & ward names**



Community Boards



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Key guiding questions

- Is there currently a problem with representation for that particular community?
- What discussions have we had about community boards and with our community?
- What else is in place specific for that particular community?
- Would a community board address the problem?
- How well is council currently engaging with the community? (could undertake a review)
- Are there any ways we could better represent the community within existing mechanisms?



Community Board - Maraenui

- Current problem with representation:
 - lowest voter turnout – only 18% of Māori roll electors voted in last election vs. 41% of general roll voters.
 - lowest ward awareness. Only 13% of Maraenui residents knew their ward.
 - lowest satisfaction with democracy and governance measures
 - highest deprivation ratings in Napier
 - importance of enduring relationships. Officers leave role.
 - no specific mandate for Officers to engage/deliver services differently or focused monitoring of what's been delivered to that community.



What have community said?

- 33% percent interested in a Community Board.
- Younger respondents (aged under 35), and those from Maraenui and Pirimai, were more in favour of community boards
- **What else is in place specific for that particular community?**
- Māori wards, Nelson Park ward, Nga Mānukanuka o te iwi, Council strategies, Council's Community Strategies Team and Te Waka Rangapū Team, Community organisations and resident associations

Formal and alternate representation arrangements

Māori wards – 1-2 councillors, from 2025. Voted in by and represent all Māori electoral population. Māori wards subject to council decision and binding poll of whole community.

General wards – ward covering Maraenui and other high deprivation areas. Voted in by and represent all general electoral population within the ward. Currently one third of all councillors. General wards subject to council decision and local government determination.

Community boards – sole focus to advocate for Maraenui residents. 4 elected board members elected by Maraenui community. Establishment of boards subject to council decision and delegated authority. And LGC.



Alternate representation arrangements

Nga Mānukanuka o te iwi - agenda primarily set by Council, marae and PSGE-based membership of mana whenua recommended appointees. Provision for attendance and voting at standing committees. Subject to Mayor leadership and Council decision. Meets quarterly.

Councillor Portfolios – bestowed on councillors by the Mayor. Mayor holds Māori/iwi partnerships.

Housing including transitional housing and homelessness.

Child friendly city. Etc.

Are there any ways we could better represent the community within existing mechanisms?

- Improvement programme:
 - giving a mandate for council staff to prioritise engagement with residents in high deprivation areas and consider alternative ways of communicating and providing services
 - a ward awareness campaign
 - a voting campaign
 - review of existing community plan for Maraenui and consideration of developing community plans and reporting
 - to help councillors be actively engaged with their ward community such as setting minimum standards for councillors to engage with their constituents through routine ward meetings

Hamilton looking into a community committee for each of their wards



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

Would a community board address the problem?

- Gives a particular focus on Maraenui.
- Gives dedicated resources to provide a bridge between officers, Council, ward councillors and Maraenui residents.
- Only Maraenui residents elect their representatives.
- Opportunity for Board to help inform officers to make changes to standard mechanisms that council has for planning, projects, measuring and reporting to better serve the unique needs of the community.
- Proactive approach - Opportunity for Board to provide regular insights to Council. Doesn't have to wait for Council-initiated consultation.
- Opportunity for Board to help implement projects like a ward awareness campaign.



Examples of Suburban community boards

- Hutt city: Petone, Eastbourne and Wainuiomata communities
- Wellington city: Tawa community
- Christchurch: all except one (Te Pātaka o Rākaihautū/Banks Peninsula) represent predominantly or exclusively urban communities
- New Plymouth: Puketapu/Bell Block and Watiara communities



Case study – Hutt city council

What do the boards do?

- Delegations from Council
- Make recommendations to Council
- Boards provide their local community's input to Council for consideration.
- Assist Council staff in local community consultation on city-wide issues
- Maintain overview of services and facilities in the area
- Grant local community awards
- Develop community response plans
- Promotion of recreational facilities



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

How much would it cost?

- For a Community Board of 4 elected members of similar population to Maraenui of 4,000 residents, costs in other councils vary from \$16K to \$55K.
- The chair gets double the amount of board members
- Remuneration Authority decide on cost for elected members – can seek indicative figure.
- Staff resource also a consideration. Likely 0.5 FTE to 1 FTE time required to support community board – across governance, community strategies, comms.
- Election cost.

Indicative remuneration

Indicative remuneration

If a council is considering establishing a community board and wants to know the indicative remuneration that may apply to members of the proposed board, the council must supply the Authority with the following:

- The name of the proposed community board.
- The board area.
- The population contained within the board area.
- The proposed number of members of the board.
- A description of the additional responsibilities and/or powers (if any) they intend to delegate to the board.
- The proposed additional remuneration (if any) to be paid to the community board members for undertaking the additional responsibilities. The additional remuneration will be deducted from the council's governance remuneration pool – see explanation below.



Discussion – direction sought

- Officers plan to further test with community in Maraenui and entire community city-wide about establishing a community board in Maraenui.
- Limited to Maraenui?
 - or Maraenui and surrounds
 - semi-rural
 - or something else?
- Does Council wish officers to seek indicative remuneration now or wait to see what community feedback is before pursuing/or not?
- Advantages/disadvantages of establishing a community board at this time.



Summary and next steps



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri

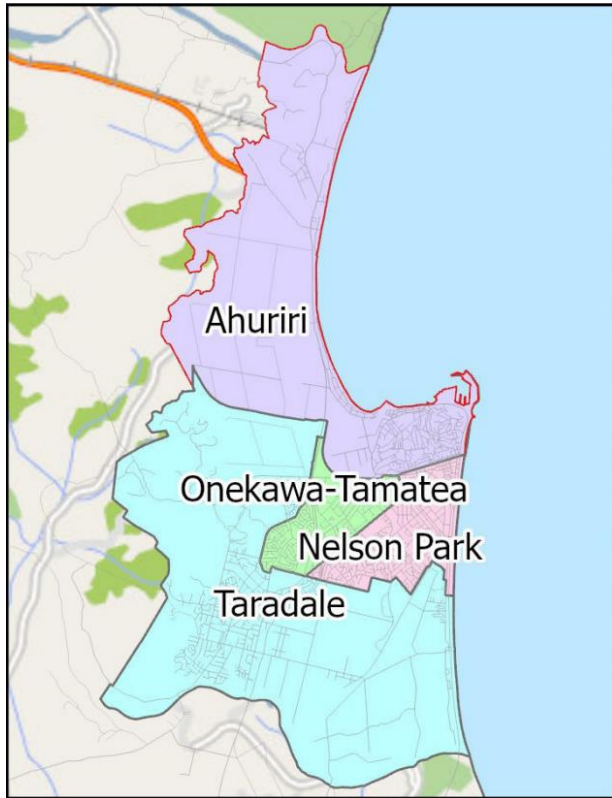
Wrap-up

Next steps

Ward names (if any changes)

- Pre-consultation - 6 to 24 May – SIL research, Wānanga
- Council workshop – 30 May
- Council decision on initial proposal – 27 June





Drop in – Information Sessions

- One for each ward, with the Nelson Park session in Maraenui

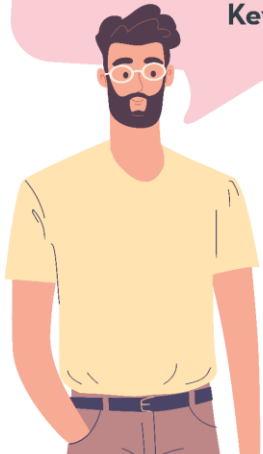
Community Wananga

- Hosted by Mana Ahuriri

The campaign will use elements of the earlier campaign to show the continuation of pre-engagement and reflect back to participants what we have heard.

The number of councillors doesn't affect our rates, so we should have 19 councillors, one for each suburb.

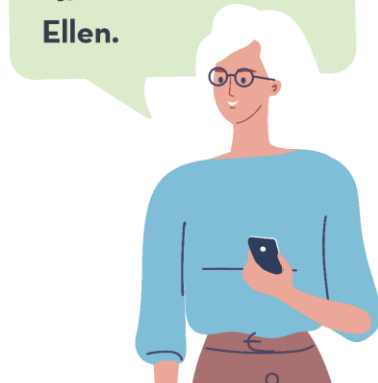
Kevin.



We only need five councillors. A small group can more easily make decisions.

The number of councillors doesn't affect our rates.

Ellen.



SIL Research will conduct the survey and provide analysis.



NAPIER
CITY COUNCIL
Te Kaunihera o Ahuriri