REPRESENTATION ARRANGEMENTS - OPTIONS

Purpose

This report presents representation options for Council's consideration at the Council Workshop on 16 April. It is recommended that up to four options be presented to the public in May to obtain their feedback before Council decides on its initial proposal on 27 June. A variety of options have been presented in order to stimulate discussion.

Background

There are many ways representation arrangements could be configured in Napier.

The current ward structure broadly provides for communities of interest in Napier. However, there are combinations of the current ward structure and tweaks that could be made.

Consideration must be given to the following factors:

- Identifying communities of interest that are geographically distinct or spread across the district
- The basis of election (by ward or a combination of ward and at large)
- Avoiding arrangements that may create barriers to participation
- Not splitting recognised communities of interest between electoral subdivisions
- Not grouping together two or more communities of interest that have few common interests
- Accessibility, size, and configuration of the area including:
    - the number of councillors considered appropriate to effectively represent the views of their electoral area and
    - providing reasonably even representation across the area such as activities like public meetings and opportunities for face-to-face meetings.

Introducing Māori wards in Napier has also impacted on what options have been presented[1].

Officers have developed a number of options for consideration including:

- using the current ward structure- 2 options
- combining the current ward configuration in 2 general wards - 3 options
- providing a variation of the current ward structure into either 3 or 4 general wards - 4 options
- for ward structure for Māori wards (if 2 Māori ward councillors) - 4 options

This report provides advantages/disadvantages for each option. Broader advantages/disadvantages for a mixed system versus a ward system, single-member/multi-member wards are attached as Appendix A.

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[1] As Council has resolved to establish Māori wards, it must also establish at least one general ward. This means that the Council is unable to consider a purely at-large representation model in this review.

Summary of options

Option	Visual representation

Current ward boundaries

1

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

13

2

Nelson Park ward | Ahuriri ward | Māori ward | Taradale ward | Onekawa-Tamatea ward | At Large

15

Combining current ward boundaries

3

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

11

4

Combining Nelson Park ward and Onekawa-Tamatea ward | Combining Ahuriri ward and Taradale ward | Māori ward | At Large

12

5

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

6 **Community Board(s)**

Variation of current ward boundaries – 4 general wards

6

Semi-rural ward | Māori ward | Onekawa ward | Taradale ward | Ahuriri ward

11

7

Māori ward | Onekawa ward | Taradale ward | Ahuriri ward

11

Variation of current ward boundaries – 3 general wards

8

Onekawa ward | Māori ward | Taradale ward | Ahuriri ward

13

9

Onekawa ward | Māori ward | Taradale ward | Ahuriri ward

13

Two options using current ward boundaries

Option 1: Closest option to status quo (Officer recommended)

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

13

Ward Name
- Ahuriri ward
- Nelson Park ward
- Onekawa-Tamatea ward
- Taradale ward
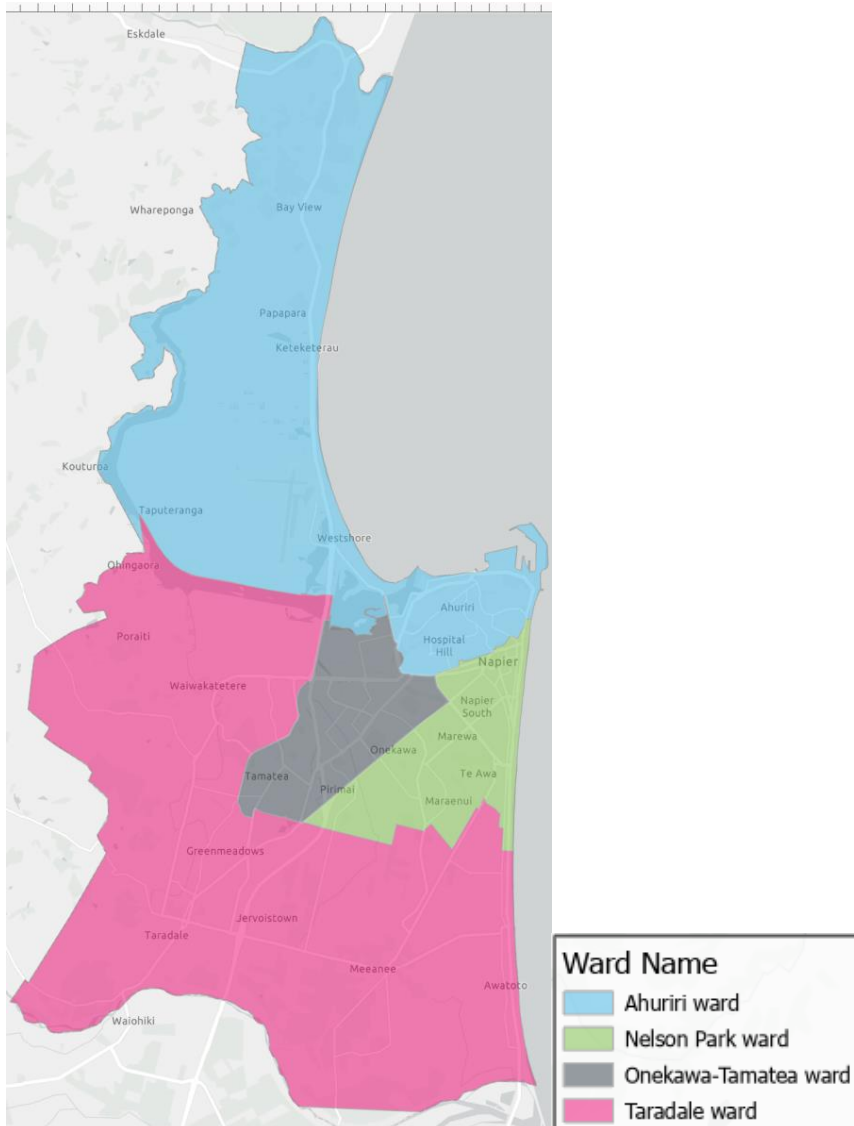
Council size: 13 plus Mayor

5 Wards

Number of councillors in each ward	General ward	Māori Ward
2	Ahuriri ward	Māori ward (name tbc)
2	Onekawa-Tamatea ward	
3	Nelson Park ward	
4	Taradale ward	

Wards	Electoral population estimate*	Number of councillors	Population per councillor	Within +/- 10%
Ahuriri ward	10,200	2	5,100	-3.33
Onekawa-Tamatea ward	9,530	2	4,765	-9.68
Nelson Park ward	15,300	3	5,100	-3.33
Taradale ward	23,000	4	5,750	9.00
Sub total - general wards	**58,030**	**11**	**5,275**	
Māori ward	**9,480**	2	4,740	N/A
Total	**67,510**	**13**	**5,193**	N/A

* Based on Stats NZ June 2023 estimates for Māori and General Electoral Population

Advantages

- Population/member ratio: 5,188 . Target range between 4,818-7,494.
- 70% of residents know their ward (SIL research Dec 2023).
- Allows for 2 Māori ward councillors.
- Māori ward has similar number of councillors as two other wards.
- Easy to accommodate Māori wards with minimal change.
- Gives voters in areas that have lower voter turnout dedicated seats to vote for.
- Slightly larger Council size may allow for greater representation than status quo.
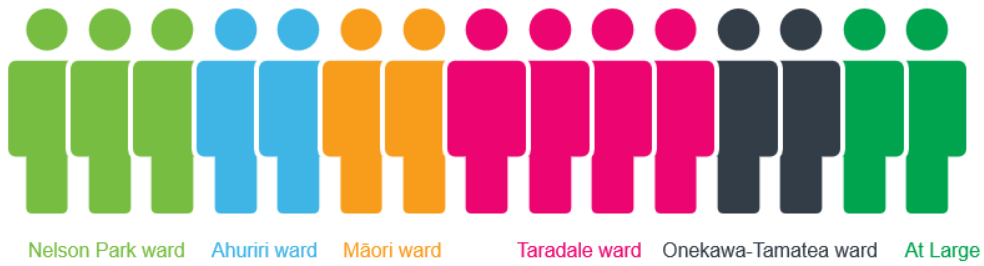
Disadvantages

- Slightly larger Council size will mean less pay for each councillor which could result in less people wanting to be a councillor. However, Local Government Commission guidance is that remuneration should not be a material factor in determining the representation arrangements.
- Nelson Park ward has one less councillor.
- General ward configuration could be refigured as some of Onekawa-Tamatea and Nelson Park wards share similar demographics and are located next to each other.
- Some Councillors can be voted in by a small number of voters in areas where there is not high voter turnout such as Onekawa-Tamatea and Nelson Park wards.
- Te Awa developments do not share the same demographics as other residents on Nelson Park ward.
- Splits coastal areas.

Nb: All ward options including the current ward boundaries will go to Statistics New Zealand for meshblock modelling.

There are two current ward boundaries that might need slight modification as the current ward boundaries include a particular meshblock within a Statistical Areas, and we do not have updated estimates at meshblock level, solely at the Statistical Area level. These are likely however to be minor.

Option 2: Closest option to status quo plus some at large councillors (Officer recommended)

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

15

Ward Name
- Ahuriri ward
- Nelson Park ward
- Onekawa-Tamatea ward
- Taradale ward
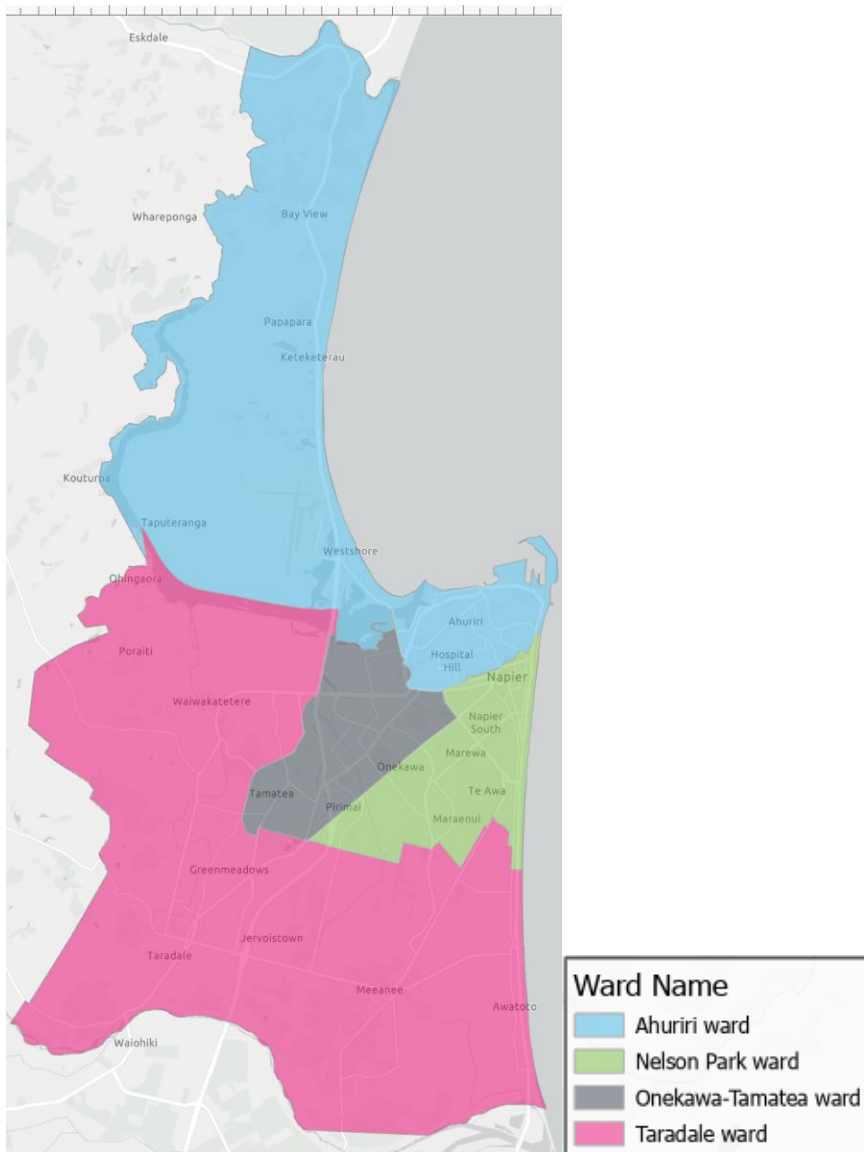
Mixed system option

Council size: 15 plus Mayor

5 Wards

Number of councillors in each ward	General ward	Māori Ward
2	Ahuriri ward	Māori ward (name tbc)
2	Onekawa-Tamatea ward	
3	Nelson Park ward	
4	Taradale ward	

2 councillors 'at large'

Wards	Electoral population estimate*	Number of councillors	Population per councillor	Within +/- 10%
Ahuriri ward	10,200	2	5,100	-3.33
Onekawa-Tamatea ward	9,530	2	4,765	-9.68
Nelson Park ward	15,300	3	5,100	-3.33
Taradale ward	23,000	4	5,750	9.00
Sub total - general wards	**58,030**	*11*	5,275	
Māori ward	**9,480**	2	4,740	N/A
At large	**67,510**	2	N/A	N/A
Total	**67,510**	**15**	**4,501**	N/A

* Based on Stats NZ June 2023 estimates for Māori and General Electoral Population

Advantages

- Population/member ratio: 4,501. Target range between 4,818-7,494 so exceeds target range.
- 70% of residents know their ward (SIL research Dec 2023).
- Allows for 2 Māori Ward councillors.

- Māori Ward has similar number of councillors as two other wards.
- Easy to accommodate Māori wards with minimal change.
- Gives voters in areas that have lower voter turnout dedicated seats to vote for.
- Larger council size may allow for greater representation.
- More councillors may enable different viewpoints.
- Gives **all** voters two extra candidates to vote for in addition to their wards.
- Voters can hold their ward councillors to account.
- At large councillors are more likely to bring a city-wide perspective to decision making.

Disadvantages

- Could be more difficult with a larger size council and with 'at large' councillors to hold them to account.
- Larger Council size will mean less pay for each councillor which could result in less people wanting to be a councillor. However, Local Government Commission guidance is that remuneration should not be a material factor in determining the representation arrangements.
- Could require more resources to provide support to more councillors.
- Nelson Park has one less councillor.
- General ward configuration could be refigured as some of Onekawa-Tamatea and Nelson Park wards share similar demographics and are located next to each other.
- Some councillors can be voted in by a small number of voters in areas where there is not high voter turnout such as Onekawa-Tamatea and Nelson Park wards.
- There could be confusion between ward councillors and 'at large' councillors on which constituents each represents.
- In light of historical voter turnout, Taradale ward and Ahuriri ward voters are more likely to vote in a preferred 'at large' candidate than Nelson Park and Onekawa-Tamatea wards.
- There are only 2 'at large' councillors which means that it is unlikely that only 2 councillors could represent communities at a city-wide level. However, this issue may be limited as there is a full contingent of ward councillors who also work city-wide.
- Te Awa developments do not share the same demographics as other residents on Nelson Park ward.
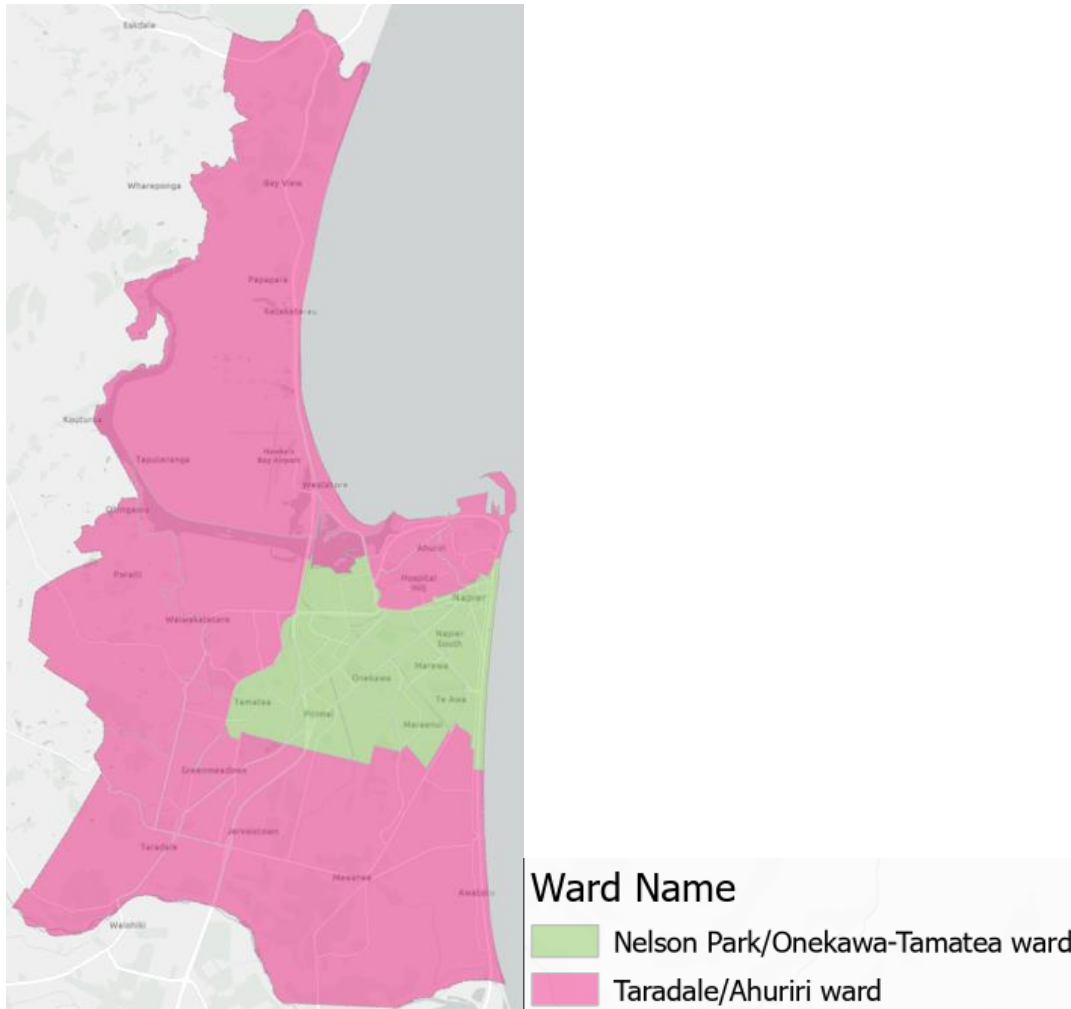- Splits coastal areas.

Three options combining current ward structure

Option 3 - Combining current ward structure (Officer recommended)
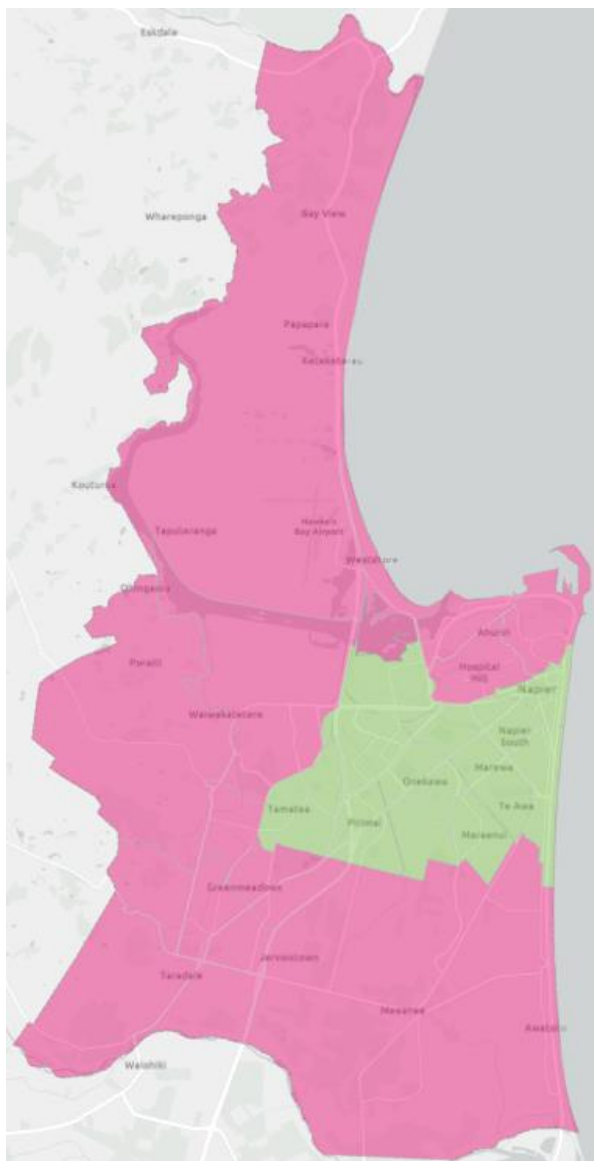

Combining Nelson Park ward and Onekawa-Tamatea ward   Māori ward   Combining Ahuriri ward and Taradale ward

Ward Name

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

Council size: 11 plus Mayor

3 Wards

Number of councillors in each ward	General ward	Māori Ward
2		Māori ward (name tbc)
4	Combining Nelson Park and Onekawa-Tamatea wards	
5	Combining Ahuriri and Taradale Wards	

Wards	Electoral population estimate*	Number of councillors	Population per councillor	Within +/- 10%
Ahuriri/Taradale ward combo	33,200	5	6,640	2.98
Onekawa-Tamatea/Nelson Park ward combo	24,830	4	6,208	-3.73
Sub total- General wards	58,030	9	6,448	
Māori wards	9,480	2	4,740	
Total	67,510	11	6,137	
* Based on Stats NZ June 2023 estimates for Māori and General Electoral Population				

Advantages

- Population/member ratio: 6,137. Target range between 4,818-7,494.
- Utilises the current ward structure that is known and brings together the current ward structure into two wards. The current wards of Ahuriri and Taradale wards (lower deprivation) and Nelson Park and Onekawa-Tamatea (higher deprivation) share similar characteristics.
- Onekawa-Tamatea and Nelson Park are geographically very close to each other.
- Provides for representation for higher deprivation areas at a high rate (over 50% of total Council).
- 2 Māori ward councillors.
- Gives voters in areas that have lower voter turnout dedicated seats to vote for.
- Less wards may be beneficial as it could be seen as being less complicated. It provides the closest option to a city-wide general ward while acknowledging that in

Napier City there are particular areas which have high deprivation ratings, and to be effectively represented they need dedicated representation at the Council table.

- Slightly smaller Council size may allow for more efficiency and each member will be paid slightly more which might be more attractive to candidates.

Disadvantages

- Although Ahuriri and Taradale Wards share commonalities, those wards cover a wide land area in Napier. However, residents in these wards have low deprivation and therefore are more likely to easily use the facilities in each ward. Such as residents in Ahuriri ward typically own a car and can easily drive out to Pettigrew Arena, and residents in Taradale can drive to Spriggs Park in Ahuriri.
- Some Councillors can be voted in by a small number of voters in areas where there is not high voter turnout such as Onekawa-Tamatea and Nelson Park wards.
- Could be higher costs for campaigning than for current ward system due to larger ward sizes.
- Coastal areas are split between two wards.

Option 4 – Combining current ward structure plus larger number of 'at large'

Combining Nelson Park ward and Onekawa-Tamatea ward

Combining Ahuriri ward and Taradale ward

Māori ward

At Large

12

Ward Name

Nelson Park/Onekawa-Tamatea ward

Taradale/Ahuriri ward

Council size: 12 plus Mayor

Mixed system

4 Wards

Number of councillors in each ward	General ward	Māori Ward
1		Māori ward (name tbc)
2	Higher deprivation ward	
3	Lower deprivation ward	

6 councillors 'at large'

Wards	Electoral population estimate*	Number of councillors	Population per councillor		Within +/- 10%
Ahuriri/Taradale ward combo	32,690	3	10,897	192	-6.03%
Onekawa-Tamatea/Nelson Park ward combo	25,290	2	12,645	-240	9.05%
Sub total- General wards	57,980	5	11,596	N/A	N/A
Māori wards	9,480	1	9,480	N/A	N/A
At large	67,480	6	11,247	N/A	N/A
Total	**67,460**	**12**	**5,622**	N/A	N/A

* Based on Stats NZ June 2023 estimates for Māori and General Electoral Population

Advantages

- Population/member ratio: 5,622. Target range between 4,818-7,494.
- Enables all voters including voters on the Māori roll to vote for a larger number of candidates (between 7 and 9).
- Brings together the current ward structure into two wards. The current wards of Ahuriri and Taradale wards and Nelson Park and Onekawa-Tamatea share similar characteristics.
- Provides for representation for higher deprivation areas.

- Less wards may be beneficial as it could be seen as being less complicated. It provides the closest option to a city-wide general ward while acknowledging that in Napier City there are particular areas which have high deprivation ratings and to be effectively represented need dedicated representation at the Council table.
- At large councillors are more likely to bring a city-wide perspective to decision making.

Disadvantages

- Only 1 Māori ward councillor.
- Some councillors can be voted in by a small number of voters in areas where there is not high voter turnout such as Onekawa-Tamatea and Nelson Park wards.
- There could be confusion between ward councillors and 'at large' councillors on which constituents each represents.
- In light of historical voter turnout, Taradale ward and Ahuriri ward voters are more likely to vote in a preferred 'at large' candidate than Nelson Park and Onekawa-Tamatea wards.
- Voters on the Māori roll have historically had the lowest voter turnout in Napier, therefore, although this option provides them with ability to vote for a greater number of seats, it does so at the expense of having only 1 Māori ward councillor instead of two, and it is very unlikely that they would have enough voting power to vote in preferred 'at large' candidates.
- Due to large number of 'at large' councillors, there is the potential that some communities in the city may not feel as connected to the council or represented.
- Extra cost for campaigning for 'at large' positions likely to deter candidates from disadvantaged areas to stand.
- Single member ward could dissuade potential candidates from standing as they may perceive a lower chance of being elected than in a multi-member ward, noting candidates cannot stand for more than one ward.
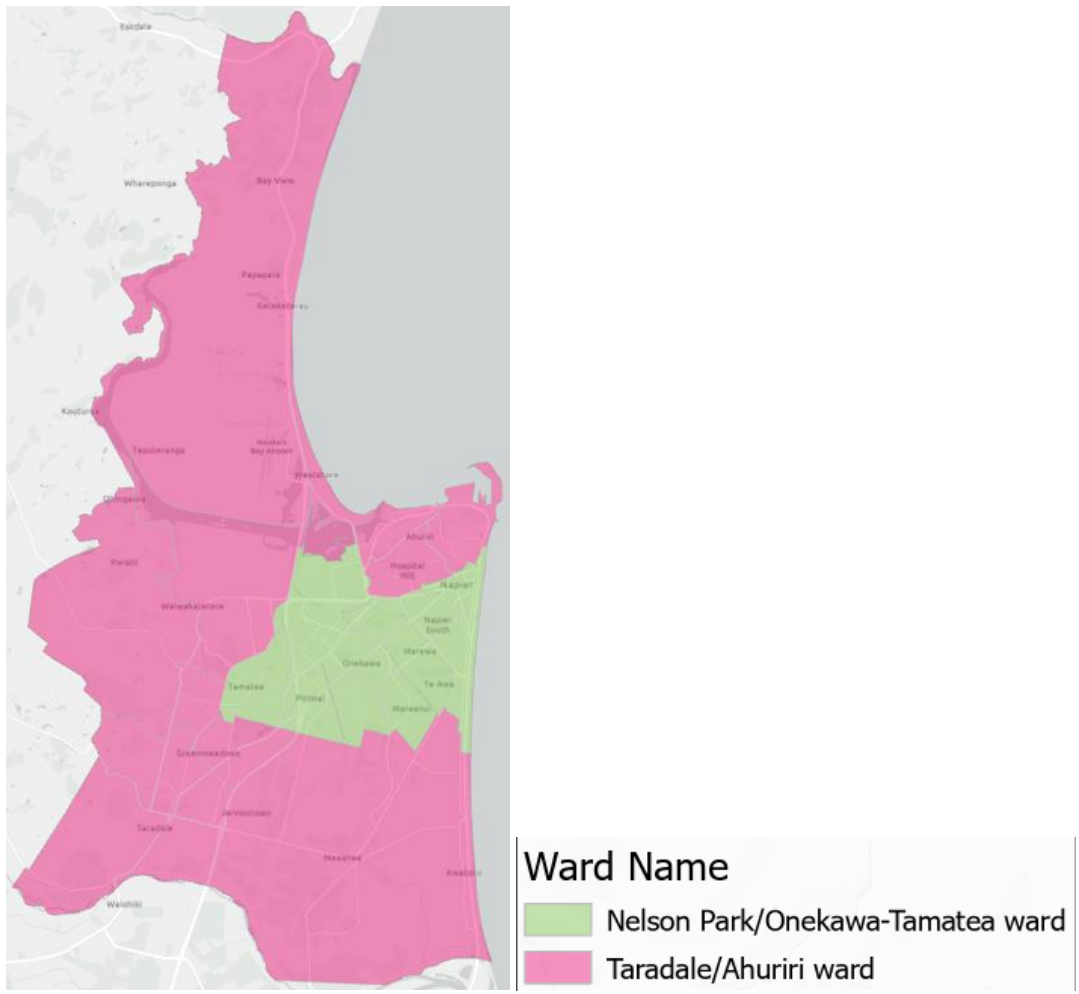
Option 5: Small size council – with community boards

6   Community Board(s)

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

Ward Name

Nelson Park/Onekawa-Tamatea ward

Taradale/Ahuriri ward

Council size: 6 plus Mayor

3 Wards

Number of councillors in each ward	General ward	Māori Ward
1		Māori ward (name tbc)
2	Higher deprivation ward	
3	Lower deprivation ward	

Community board: 1.   Covering Maraenui and surrounding suburbs with the highest deprivation ratings.

Community board size: 6 members.   Two appointed members, 1 from Māori ward, 1 from higher deprivation ward, and 4 elected members.

General rates funded.

Community board: 2   Covering semi-rural areas of Bayview, Meeanee-Awatoto, and Poraiti Hills

Community board size: 4 members. Four elected members.

Targeted rates funded by residents in this area.

Wards	Electoral population estimate*	Number of councillors	Population per councillor	Within +/- 10%
Ahuriri/Taradale ward combo	33,200	3	11,067	-4.65
Onekawa-Tamatea/Nelson Park ward	24,830	2	12,415	6.97
Sub total - general wards	58,030	5	11,606	
Māori wards	9,480	1	9,480	
Total	67,510	6	11,252	
* Based on Stats NZ June 2023 estimates for Māori and General Electoral Population				

Advantages

- Voters on Māori roll have a higher population/member ratio than voters on the general roll.
- Small council strategically focused particularly on good governance.
- Increased renumeration for each councillor may attract some potential candidates.
- Community Board(s) services community with highest deprivation.
- Community Board(s) services areas that are semi-rural.
- Semi-rural community board - small-size community board as area is low deprivation.

Disadvantages

- Population/ member ratio: 11,255. Target range between 4,818-7,494. Particularly as Napier has projected population growth.
- Likely significant increase in hours to undertake representation than current councillors spend.
- Could make being a councillor a full-time role which may deter some potential candidates.
- No guarantee that councillors elected would work greater hours than currently.
- There is only 1 Māori ward councillor.
- Single member ward could dissuade potential candidates from standing as they may perceive a lower chance of being elected than in a multi-member ward, noting candidates cannot stand for more than one ward.
- Ward councillors have the ability to vote directly on matters affecting the city, whereas community board members are generally only able to advocate on behalf of their area of responsibility.
- Potentially reduced diversity amongst the councillors.
- Additional cost of community board(s).
- Semi-rural community board – Bayview residents not keen to pay for a community board.

Variation of current ward boundaries

Option 6: Variation of current ward boundaries – plus semi-rural ward

Council size: 11 plus Mayor

Semi-rural ward   Māori ward   Onekawa ward   Taradale ward   Ahuriri ward
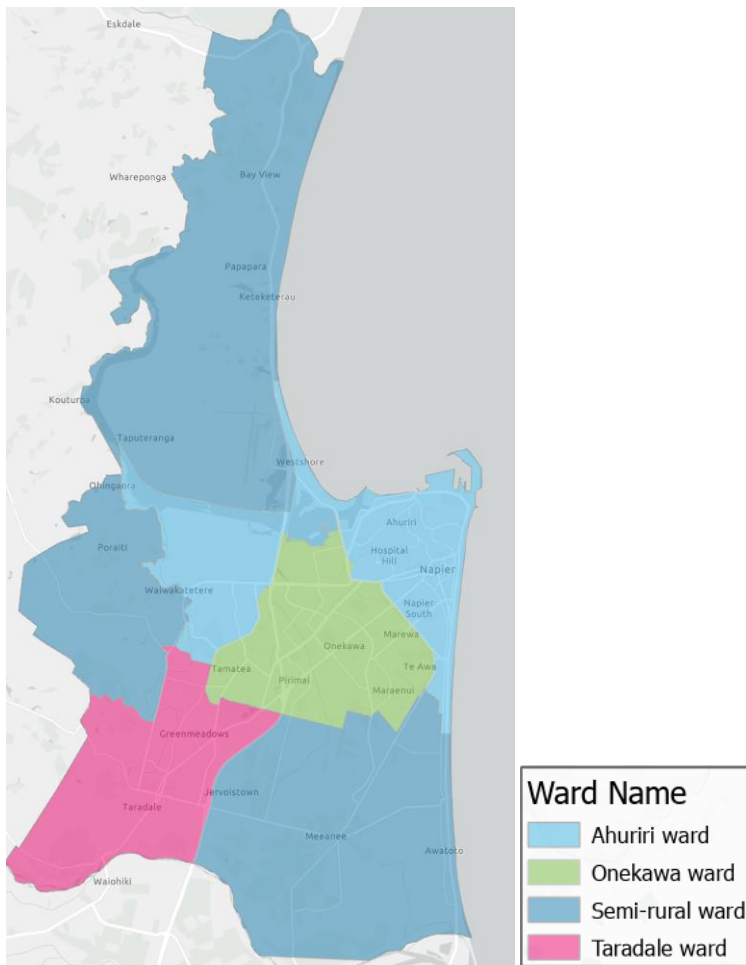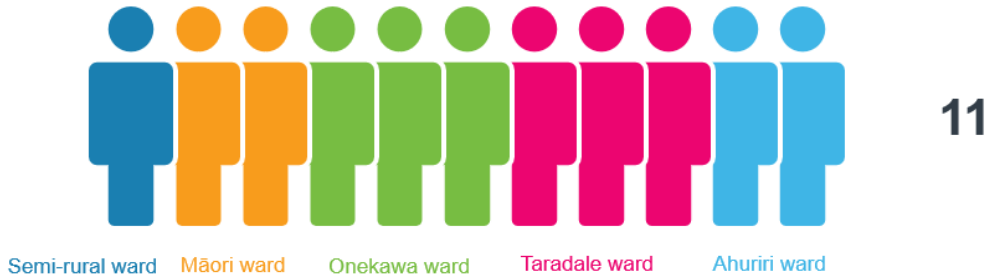
5 Wards

Number of councillors in each ward	General ward	Māori Ward
1	Semi-rural ward	
2		Māori ward (name tbc)
2	Ahuriri ward	
3	Onekawa ward	
3	Taradale ward	

Ward configuration – key changes from current wards

Bayview, Meeanee-Awatoto, and Poraiti Hills are moved into a semi-rural ward.

Onekawa-Tamatea and Nelson Park ward are merged.

Nelson Park, McLean Park, and Napier central are merged into Ahuriri ward.

Wards	Electoral population estimate*	Number of councillors	Population per councillor	Within +/- 10%
Ahuriri ward	14,000	2	7,000	8.66%
Onekawa ward	20,450	3	6,817	5.81%
Taradale ward	17,420	3	5,807	-9.87%
Semi-rural ward	6,110	1	6,110	-5.16%
Sub total - general wards	57,980	9	6,442	
Māori ward	9,480	2	4,740	N/A
Total	**67,460**	**11**	**6,133**	N/A
* Based on Stats NZ June 2023 estimates for Māori and General Electoral Population				

Advantages

- Population/member ratio: 6,133. Target range between 4,818-7,494.
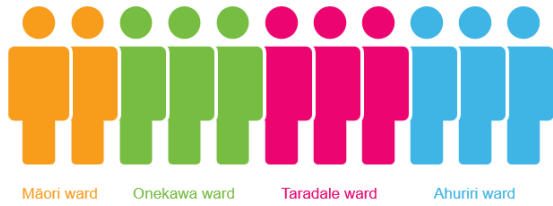- Gives voice at council table to distinct community of interest for semi-rural residential areas.

- Allows for 2 Māori ward councillors.
- Combines areas of higher deprivation into one general ward and provides specific representation for those residents.
- Population/member ratio is 6,133 within the target range of 4,818-7,494.
- Due to slightly lower Council size, increased renumeration for each councillor may attract some potential candidates. However, Local Government Commission guidance is that remuneration should not be a material factor in determining the representation arrangements.

Disadvantages

- Splits coastal areas.
- One single-member ward amongst multi-member wards.
    - Risk that maybe no-one stands in the single-member ward.
    - Increased chance that a candidate gets in without any competition for the single-member ward.
    - Single member ward could dissuade potential candidates from standing as they may perceive a lower chance of being elected than in a multi-member ward, noting candidates cannot stand for more than one ward.
- Council size is slightly less which may be seen as providing less representation than what is currently provided.
- The semi-rural residential communities are geographically at other ends of Napier.
- Nelson Park, Ahuriri, and McLean Park, have higher than average deprivation ratings compared with other areas in the Ahuriri ward configuration.
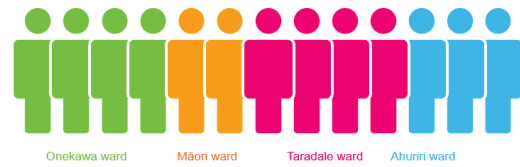
Options 7-9: Variation of current ward boundaries – 3 general wards
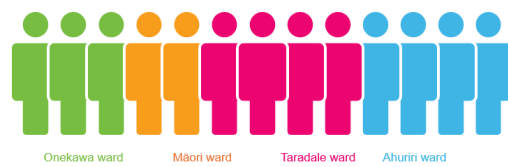
Option 7 (Officer recommended)

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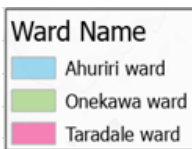
Māori ward   Onekawa ward   Taradale ward   Ahuriri ward

Option 8

13

Onekawa ward   Māori ward   Taradale ward   Ahuriri ward

Option 9

13

Onekawa ward   Māori ward   Taradale ward   Ahuriri ward

Ward Name
- Ahuriri ward
- Onekawa ward
- Taradale ward
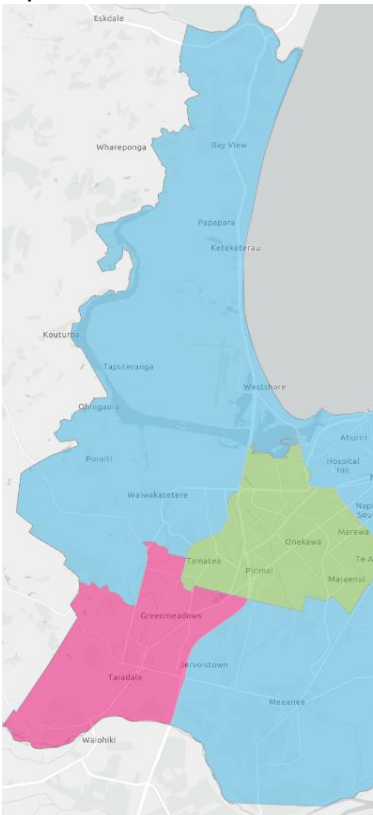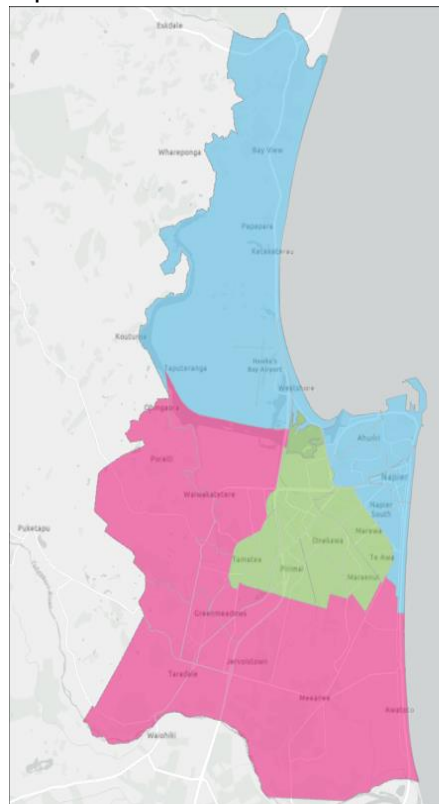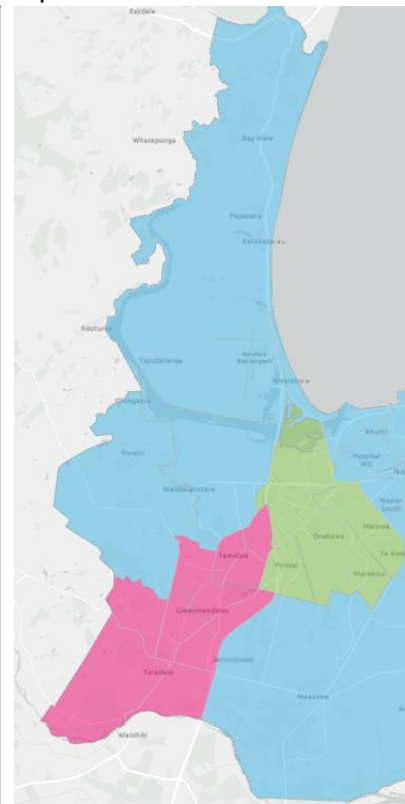
Option 7

Option 8

Option 9

Council size: 11-13

4 Wards including 2 Māori ward councillors and 9-11 general ward councillors.

Number of councillors in each general ward

	Ahuriri ward	Onekawa ward	Taradale ward
Option 7	3	3	3
Option 8	3	4	4
Option 9	4	3	4

Key changes to current ward configuration:

	Ahuriri ward	Onekawa ward	Taradale ward
Option 7	Includes Nelson Park, McLean Park, Meeanee, Awatoto, Poraiti Hills, Poraiti Flat.	Merges Nelson Park ward and Onekawa-Tamatea ward together – except removal of Nelson Park and McLean Park.	Removal of Meeanee, Awatoto, Poraiti Hills, Poraiti Flat.
Option 8	Includes Nelson Park, McLean Park	As above	No change
Option 9	Includes Nelson Park, McLean Park, Meeanee, Awatoto, Poraiti Hills, Poraiti Flat.	As above except removal of Tamatea North and South and Nelson Park and McLean Park.	Includes Tamatea North and South Removal of Meeanee, Awatoto, Poraiti Hills, Poraiti Flat.

Option 7

Wards	Electoral population estimate*	Number of councillors	Population per councillor	Within +/- 10%
Ahuriri ward	20,110	3	6,703	4.05
Onekawa ward	20,450	3	6,817	5.81
Taradale ward	17,420	3	5,807	-9.87
Sub total - general wards	**57,980**	9	6,442	
Māori ward	**9,500**	2	4,750	N/A
Total	**67,480**	11	6,135	N/A
* Based on Stats NZ June 2023 estimates for Māori and General Electoral Population				

Option 8

Wards	Electoral population estimate*	Number of councillors	Population per councillor	Within +/- 10%
Ahuriri ward	14,770	3	4,923	-6.59
Onekawa ward	20,450	4	5,113	-3.01
Taradale ward	22,760	4	5,690	7.95
Sub total - general wards	**57,980**	11	5,271	
Māori ward	**9,500**	2	4,750	N/A
Total	**67,480**	13	5,191	N/A
* Based on Stats NZ June 2023 estimates for Māori and General Electoral Population				

Option 9

Wards	Electoral population estimate*	Number of councillors	Population per councillor	Within +/- 10%
Ahuriri ward	20,110	4	5,028	-4.62
Onekawa ward	15,770	3	5,257	-0.27
Taradale ward	22,100	4	5,525	4.82
Sub total - general wards	57,980	11	5,271	
Māori ward	9,500	2	4,750	N/A
Total	67,480	13	5,191	N/A
* Based on Stats NZ June 2023 estimates for Māori and General Electoral Population				

Advantages:

- Population/member ratio: 5,191 – 6,135. Target range between 4,818-7,494. (Options 7-9)
- Three general wards may strike a balance between being easier to understand than four, while still providing for communities of interest. (Options 7-9)
- Gives close to even split of councillors across city. (Options 7-9)
- Recognises coastal areas including city. (Options 7&9)
- New areas of residential growth. (Options 7-9)
- Main arterial routes into city such as SH2; Prebenson drive, Puketitiri Road upgrade, SH50, SH51 which connect new areas of residential growth to the city combines all semi-rural residential communities in Napier. (Options 7 & 9)
- Combines areas of low deprivation with some exceptions. (Options 7-9)
- Taradale ward to focus on identity of Taradale suburbs and suburbs close by that share demographics and similar land-use. (Options 7 & 9)
- Combines the higher deprivation areas with some exceptions. (Options 7-9)
- Same number in each of general wards (Option 7).
- Allows for 2 Māori ward councillors. (Options 7-9).
- Due to slightly lower Council size, increased renumeration for each councillor may attract some potential candidates. However, Local Government Commission

guidance is that remuneration should not be a material factor in determining the representation arrangements (Option 7).

- Slightly larger Council size may allow for greater representation (Option 8 & 9).

Disadvantages:

- Splits coastal areas. (Option 8)
- May split functional communities of interest due to the wider geographical reach e.g., some residents in Jervoistown likely to use Taradale facilities. (Options 7-9)
- Nelson Park and McLean Park, Ahuriri, and Westshore all have higher than average deprivation ratings compared with other areas in the Ahuriri ward configuration. (Options 7-9)
- The semi-rural residential communities are geographically at other ends of Napier. (Options 7-9)
- Council size is slightly less which may be seen as providing less representation than what is currently provided (Option 7).
- Slightly larger Council size will mean less pay for each councillor which could result in less people wanting to be a councillor. However, Local Government Commission guidance is that remuneration should not be a material factor in determining the representation arrangements (Option 8 & 9).

Community Boards

Of the above 9 options, only one has community boards within the option. Community Boards should however be considered for all other 8 options.

As the other options all have multiple general wards, there may be an argument that communities of interest are well covered and there may be no further need to establish a community board. However, if Council did not establish community boards it should ensure the ward system is working as effectively as possible, particularly for disadvantaged areas. Officers could develop an improvement programme including:

- 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;
- 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 in areas of high deprivation;
- a voting campaign in areas of high deprivation;
- review of existing community plan for Maraenui and consideration of developing community plans.

Options to establish Community Boards

Community board: 1. Covering Maraenui and surrounding suburbs with the highest deprivation ratings.

Community board size: 6 members. Two appointed members, 1 from Māori ward, 1 from higher deprivation ward, and 4 elected members.

General rates funded.

Community board: 2   Covering semi-rural areas of Bayview, Meeanee-Awatoto, and Poraiti Hills

Community board size: 4 members. Four elected members.

Targeted rates funded by residents in this area.

Advantages:

- Brings decision-making down to a level where community members can have real influence as Community Boards could be more connected at a neighbourhood level than Council.
- Community Boards can advocate for local interests and maybe more plugged into the local community, so they have a deeper understanding of the issues.
- Being a community board member might encourage more diverse candidates to stand for Council as it is seen as a good introduction and training ground into local government.
- A community board in Maraenui and its surrounds may be:
  - an opportunity to establish a trusted presence in the area and to develop a deeper understanding and trusted relationships within that disadvantaged community.
  - an opportunity to focus on a disadvantaged area of Napier and advocate for particular solutions for that area.
  - could be a cost-effective way of channelling engagement through the community board.
  - (with at least one Māori ward councillor as an appointed member), this could provide an opportunity for the councillor to have extra support to engage and represent constituents via the community board.
  - an opportunity for Council to delegate budget for community development initiatives and for the board to take a proactive approach to help support and encourage the community to access funding to implement community development initiatives.
- A community board covering the semi-rural areas of Napier provides a direct voice for that community that is otherwise spread across multiple wards currently.

Disadvantages:

- Requires staff resourcing to support the community board such as writing reports, attending meetings, responding to board members enquiries, and providing support to board members to fulfil their role.
- Cost of the elected members to the board either paid by all ratepayers or targeted rate on particular areas. There will also be the cost of election.
- Could be perceived as an additional unwanted cost by the public in light of Council's proposed rates increases in 3-year plan.
- Council may be unwilling to devolve any decision-making power and so the community board can only advocate.

Four options if there are two Māori ward councillors

Māori ward councilliors

1 city-wide Māori ward

or

2 Māori wards

1 city-wide Māori ward: 2 Māori ward councillors cover the entire area of Napier as one city-ward Māori Ward. These councillors are voted in by everyone on the Māori roll in Napier and would represent the entire Māori electoral population.

2 Māori wards: 2 Māori wards 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.

Option A: City-wide Māori ward

Advantages:

- Two councillors working together.
- Similar number of councillors to some of Napier's general wards.
- Collective responsibility and not divisive.
- Easier selecting process for voters.

Disadvantages:

- May not adequately reflect geographically based communities of interest in Napier for Māori residents.

Option B: High percentage of Māori electoral population/low percentage of Māori electoral population

Advantages:

- Reflects where high percentage of Māori electoral population lives, particularly in areas where there is a high percentage, and these are the suburbs of highest deprivation such as Maraenui.
- Meets +/-10% fair representation rule.

Disadvantages:

- Might get uneven numbers of candidates in each ward.
- Risk that maybe no-one stands in one of the wards.
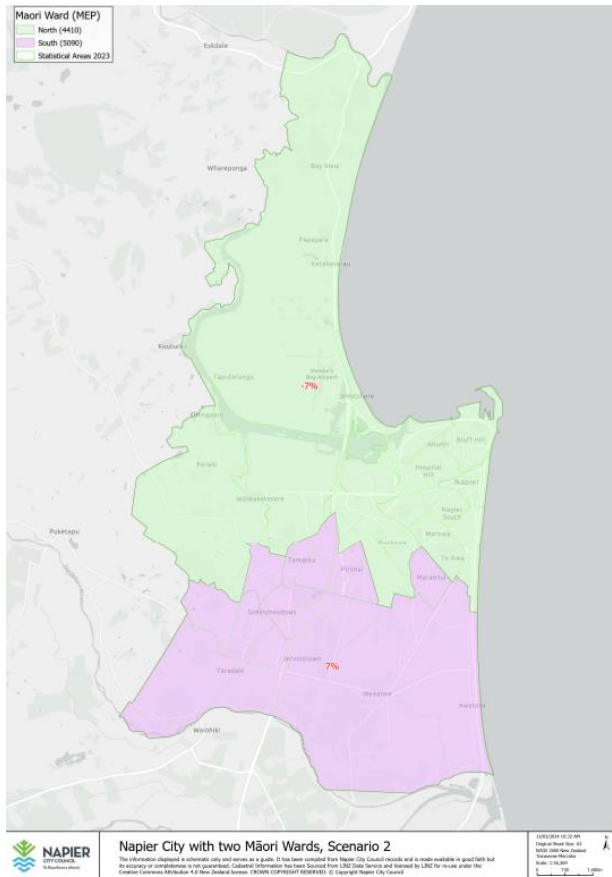- Increased chance that a candidate gets in without any competition.

Napier City with two Māori Wards, Scenario 1
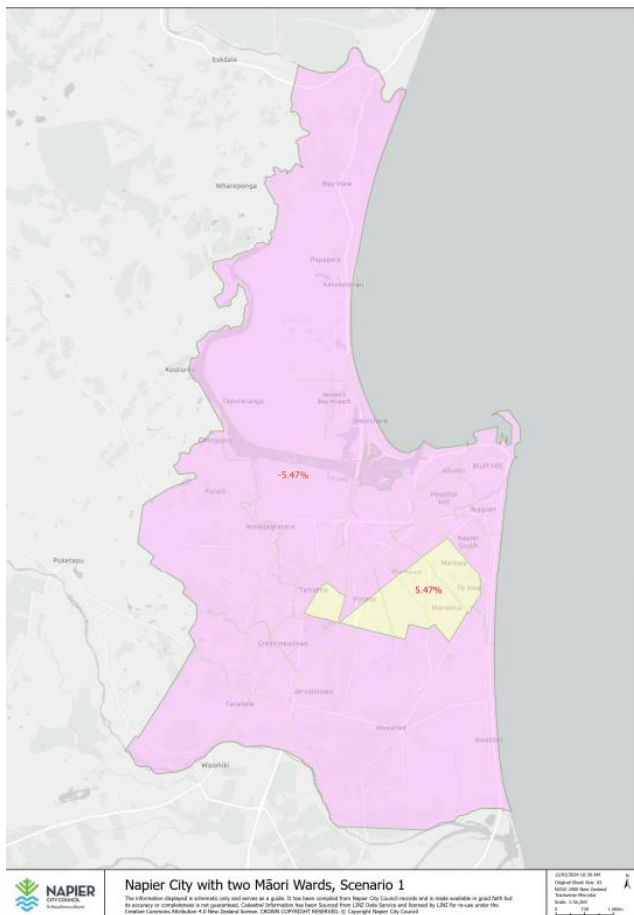
Option C: North/south

Advantages:

- Meets +/-10% fair representation rule.

Disadvantages:

- Does not reflect geographically based communities of interest in particular splitting the high deprivation suburbs where majority of Māori residents live.
- Might get uneven numbers of candidates in each ward.
- Risk that maybe no-one stands in one of the wards.
- Increased chance that a candidate gets in without any competition.

Option D: East/west

Advantages:

Meets +/-10% fair representation rule.

Disadvantages:

- Does not reflect geographically based communities of interest in particular splitting the high deprivation suburbs where majority of Māori residents live.
- Might get uneven numbers of candidates in each ward.
- Risk that maybe no-one stands in one of the wards.
- Increased chance that a candidate gets in without any competition.
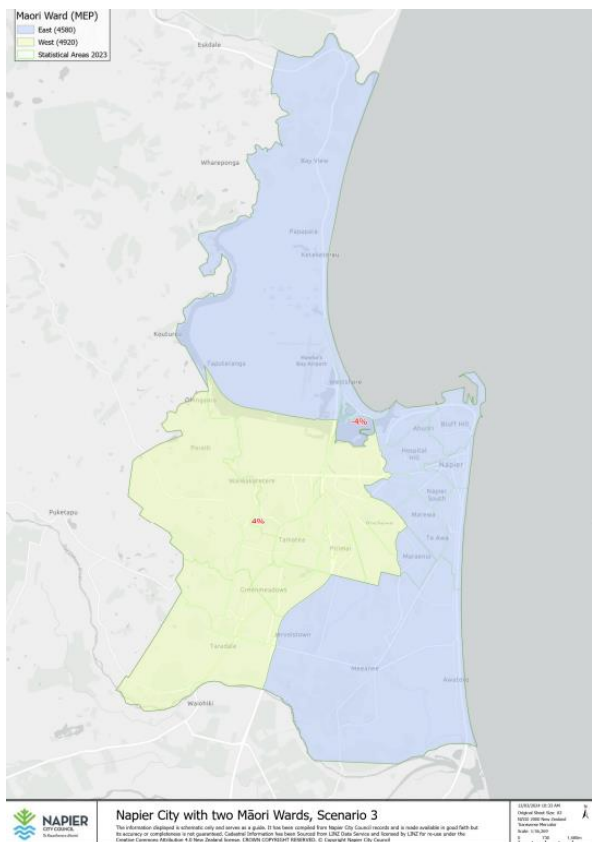
Appendix A – Advantages and Disadvantages

Local Government Commission's Representation Review Guidelines 2023

https://www.lgc.govt.nz/assets/Resources-Representation-Review/Representation-Review-Guidelines-2023-v2.pdf

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The legislation is neutral on whether a territorial authority needs to be divided into wards. General characteristics of territorial authorities that have opted for elections at large include:

- the district has a relatively compact geographic area, and/or
- a shared common community of interest at the district level, and/or
- communities of interest that are spread across the district rather than being geographically distinct.

When there are a large number of communities of interest, identify any common interests and consider combining the communities of interest into one or more larger wards/constituencies.

Consider the relative merits of one and multi-member wards/constituencies:

- single-member wards/constituencies provide a close direct link between local electors and their representative
- multi-member wards/constituencies can:
    - provide greater choice for voters
    - following the election, provide greater choice for residents on who to approach on local issues
    - allow sharing and specialising in responsibilities between the ward/constituency representatives.

Members of a territorial authority may also be elected partly by wards and partly at large (a mixed system). This option may be best when there are clear district-wide communities of interest as well as specific geographically based communities of interest.

LGNZ Representation Review guide for Elected Members 2023

https://d1pepq1a2249p5.cloudfront.net/media/documents/Representation-reviews-a-guide-for-elected-members_002.pdf

Pages 17-18, 20

Wards or at-large?

Whether members will be elected by wards, at large, or by a combination, is one of the most important decisions a territorial authority will make in its representation review. When considering this question, the accessibility, size, and configuration of the council's geographic area should be considered, including how easy it is likely to be for the population to have reasonable access to elected members and vice versa. The ability of councillors to engage with residents should also be considered. This includes whether councillors:

- effectively represent the views of their electoral area
- provide reasonably even representation across the area, including activities like attending public meetings and opportunities for face-to-face meetings.

Reasons for choosing wards[5]

Wards are a critical tool for ensuring communities of interest are represented on the governing body. Where communities of interest have been identified, the question to be answered is whether

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[5] As far as practicable, constituencies should coincide with territorial authority or ward boundaries, and ward boundaries to coincide with community boundaries.

those communities of interest need separate representation, by ward/constituency, on the governing body, or, in the case of territorial authorities, whether a community board will meet their representation needs. In thinking about this question, decision-makers should factor in the need to:

- facilitate community participation;
- reduce financial barriers for potential candidates;
- recognise residents' familiarity and identity with an area;
- avoid dividing recognised communities of interest between wards/constituencies;
- avoid creating communities of interest which have few commonalities.

Where a district, city, or region has a large number of communities of interest, decision-makers should identify any common interests and consider combining the communities of interest into one or more larger wards/constituencies.

Reasons for choosing at-large electoral arrangements:

The most common reason for not introducing wards is where agreement has been reached that there is only a single community of interest; in other words, there are relatively homogenous communities. The general characteristics of territorial authorities that have opted for elections at large have included:

- the district has a relatively compact geographic area, and/or
- a shared common community of interest at the district level, and/or
- communities of interest that are spread across the district rather than being geographically distinct.

It is important, as far as practicable, to ensure that different types of electoral area boundaries are coterminous, such as wards, constituencies, community board and local board subdivisions.

Ensuring that boundaries coincide supports communities of interest and local electors' identification with their area and may encourage participation, such as voting or standing as a candidate.

When considering whether to adopt an at-large electoral arrangement, decision-makers might also consider whether it will promote participation, as large electorates create additional "barriers to entry", particularly the higher costs candidates need to spend on advertising and the difficulty of becoming known across the whole district. In addition, thought will need to be given to how the voices and preferences of those sections of the community who are traditionally under-represented are facilitated.

Reasons for choosing a combination of wards and at-large arrangements

In some cases, there is a need to provide representation for both discrete communities of interest as well as the interests of the district as a whole. This can be done, in territorial authorities, by electing some members by ward and others at large (a mixed system). This option may be best when there are clear district-wide communities of interest as well as specific geographically based communities of interest.

Single or multi-member wards

New Zealand is known for its use of multi-member wards. These are, as the title suggests, wards that enable electors to vote for more than one candidate. Single member wards, in contrast, are like Parliamentary constituencies, where only one candidate is elected to represent the ward/constituency. Generally, the merits of multi-member wards/constituencies are that they:

- provide greater choice for voters;
- provide greater choice for residents on who to approach on local issues;
- allow sharing and specialising in responsibilities between the ward/constituency representatives.

Multi-member wards are also essential to realise the value of STV, with members of 5-7 per ward/constituency regarded as ideal.

Supporters of single member wards/constituencies argue that they provide a close direct link between local electors and their representative, thus strengthening knowledge of the council. Offsetting the benefits of such familiarity, however, is the lack of diversity in representation and the risk of being represented by a member who may be unresponsive to local concerns. In addition, there is the very likely risk that it will be more difficult to unseat the incumbents.