



**NAPIER**

CITY COUNCIL

*Te Kaunihera o Ahuriri*

# Representation Review: Analysis

**March 2018**

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# KEY FINDINGS

## HISTORY OF NAPIER'S REPRESENTATION ARRANGEMENTS

Strong local democracy can be measured by high voter turnout, more than one candidate for each seat, and diversity of candidates.

Of the three election systems Napier has had over the last 40 years, the ward system followed by the mixed system created more fair and effective representation than the at large system.

Survey respondents prefer the current mixed election system made up of 6 at large and 6 ward Elected Members.

Napier's mixed system is uncommon; most councils have a ward system.

## COMMUNITIES OF INTEREST

Napier is made up of diverse communities.

Napier suburbs have their own community characteristics.

The current ward system mostly caters for suburbs that share community characteristics.

Suburbs that are distinct have sufficient commonality among other suburbs within the current ward structure.



## EFFECTIVE REPRESENTATION

Using the existing ward structure, the most effective system for representing communities of interest is the ward system, followed by the mixed system.

The at large system best reflects Napier residents feedback that their community of interest is "Napier", but has in the past led to less candidates, less diversity among candidates, and lower voter turnout.

The mixed system has in the past led to single candidates for a ward seat being elected unopposed; giving no choice to voters.

The ward system has in the past provided higher numbers of candidates and more diverse candidates.

Napier could feasibly reduce the number of Elected Members to 10 and still be in line with other city councils for representation ratios.

# KEY FINDINGS

## FAIR REPRESENTATION

Napier's current rate of elected members is higher in comparison to other city councils.

Nelson Park Ward residents are the least engaged in local democracy and have the highest deprivation which can be a barrier to their engagement.

Avoiding single member wards helps to improve voter choice and representation for ward residents.



## COMMUNITY BOARDS

Bayview and Maraenui are distinct communities of interest for a community board.

Survey respondents do not have a strong preference to establish community boards, and even less appetite by ratepayers to pay for this.

Survey respondents have identified they are seeking improved council to community connection.

Improvements to existing mechanisms can achieve the same outcomes for better representation as a community board.

## 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 2019 and 2022 elections.
2. 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.
3. Once a formal proposal on the representation review is released by Council, 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

4. This report is comprised of the following key sections:
  - Section 1 – What is the history of Napier's representation arrangements  
This section reviews past arrangements and identifies differences of those past arrangements and their effectiveness.
  - Section 2 – What are Napier's 'communities of interest'?  
This section considers whether there are any identifiable communities of interest in Napier by geographical location or across the city.
  - Section 3 – How should we represent Napier's communities of interest?  
This section considers various representation options for Napier including the basis of election – whether Elected Members are voted for by the entire city, or via wards, or via a mix of both.
  - Section 4 – What is fair representation for voters in Napier?  
This section assesses options against Local Electoral Act requirements.
  - Section 5 – Do we need community boards in Napier?  
This section considers whether community boards would improve representation for communities of interest.

## Background

5. In 2017, Council began a review of its representation arrangements in line with the Local Government Commission's *Guidelines for local authorities undertaking representation reviews*, 6<sup>th</sup> edition, June 2017 ('Guidelines 2017').
6. Napier City Council made two important early decisions relating to the representation review in 2017: it was resolved, after consultation with the community, to retain First Past the Post as the electoral system for the 2019 elections and not to establish Māori wards for the 2019 and 2022 elections.
7. To better inform the review, Napier City Council sought the views of Napier residents by undertaking a pre-consultation process consisting of two public surveys.
8. As outlined in the Guidelines 2017, pre-consultation is not mandatory but is considered best practice. Pre-consultation means going out to the community prior to the formal consultation process required under the law, to ensure that there is the opportunity for the community to identify issues of particular importance to them, and to gain early feedback. These issues are then considered during the analysis and report preparation stage of the process:

*"The review must seek to achieve fair and effective representation for all individuals and communities of interest of the district/region, and not be limited to reflecting community views on particular aspects of arrangements".*

*(Local Government Commission Guidelines, 2017)*

## Methodology

9. The analysis has been undertaken in two stages:
  - Stage 1: Data-gathering and pre-consultation (Aug – Nov 2017)
  - Stage 2: Analysis of fair and effective representation (Nov 2017 – Feb 2018).

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

10. Data-gathering involved two main steps:
  - 1) a desk-top review of key documents, and
  - 2) pre-consultation with Napier residents, to gather information about:
    - how residents feel about the current arrangements
    - any issues with the current arrangements
    - identifiable communities of interest within Napier

- whether community boards are needed.

## Desk-top review

11. Key documents on previous representation reviews were reviewed including:
  - reports to Council
  - submissions, and appeals
  - Local Government Commission determinations.
12. Data was also collected from the following sources to provide an evidence base:
  - For current demographic information: 2013 Census Data extracted from Statistics New Zealand<sup>2</sup> for Napier City and each suburb in Napier, and information from '*.idcommunity, demographic resources*<sup>3</sup> on each ward.
  - For information on the history of Napier's representation arrangements: Council's archives and records on Elections from 1977-2016.
  - For up to date population statistics including for current wards: Statistics New Zealand population estimates (as at 30 June 2017).<sup>4</sup>

## Pre-consultation

13. Between September and November 2017, Council staff commissioned a survey<sup>5</sup> to seek views from Napier residents on representation arrangements and communities of interest. The survey report<sup>6</sup> provides detailed information about this survey.
14. A second survey was undertaken by Council staff in January and February 2018 to seek views as to whether there is a need to establish community board/s in Napier, in particular, in Bayview and Maraenui. Further information on this survey is provided on Council's website.

## Stage 2: Analysis of fair and effective representation

15. The Guidelines 2017 have been used as a reference for structuring the analysis of what fair and effective representation would look like. This analysis has been broken into five sections as set out in the Structure section on page 1.
16. The methodology for analysis of each section is set out below:

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<sup>2</sup> [http://nzdotstat.stats.govt.nz/wbos/Index.aspx?\\_ga=2.55516975.585073584.1517195243-2103890047.1477525498](http://nzdotstat.stats.govt.nz/wbos/Index.aspx?_ga=2.55516975.585073584.1517195243-2103890047.1477525498)

<sup>3</sup> <http://profile.idnz.co.nz/napier/home?WebID=10>

<sup>4</sup> Tables can be found at the following link by going to the representation analysis tables in the top right corner: <http://www.lgc.govt.nz/representations-reviews/about-representation-reviews/>

<sup>5</sup> The survey was undertaken by Dr Virgil Troy, SIL Research.

<sup>6</sup> [This document will be provided to the public via the Council website which is yet to be established].

## **Section 1: What is the history of Napier's representation arrangements**

### 17. Analysis requirements:

- 1) To identify any differences between the current and past arrangements which may indicate that one type of arrangement has represented Napier residents more effectively than another.
- 2) To outline the extent to which Napier's current arrangements are similar or uncommon to arrangements in other local authorities.
- 3) To outline the findings from the first survey in 2017 to show what Napier residents think about their current representation arrangements, and whether there are any particular needs not being met through them.

### 18. Key steps undertaken:

- Documenting Napier's representation arrangements. Information dating back to 1977 was retrieved from Napier City Council's archived election records, providing approximately 40 years of data over 14 elections.
- Identifying recent arguments made by Napier residents for or against particular representation arrangements.
- Selecting key indicators of representation arrangements and comparing these against other local authority arrangements.
- Outlining the key findings from the first survey in 2017 of Napier residents.

## **Section 2: What are Napier's 'Communities of Interest'**

### 19. Analysis requirements:

- To determine whether there are any identifiable communities of interest in Napier and whether these communities of interest are located in geographical areas or spread across Napier.

### 20. Key steps undertaken:

- Determining communities of interest for Napier using the criteria below and indicators from Chapter 5, Guidelines 2017, including:
  - a sense of community identity,
  - dependence on shared services, and
  - how communities are represented.
- Data on each indicator was extracted from Statistics New Zealand, based on the 2013 Census Data for Napier City and each suburb in Napier. Information from ID Profile was also used.
- Assessing levels of distinctiveness of suburbs and across Napier.

### **Section 3: How should we represent Napier's communities of interest?**

#### 21. Analysis requirements:

- To show the advantages and disadvantages of representation options, in particular the basis of the election (at large, wards, mixed system), and council size.
- To outline options for effective representation of communities of interest.

#### 22. Key steps undertaken:

- Consideration of whether communities of interest need separate representation in a ward or can be grouped, with particular reference to the following factors:
  - Avoiding arrangements that create barriers to participation
  - Maintaining communities of interest within electoral subdivisions such as wards
  - Ensuring any grouping of communities of interest have sufficient common interests
  - Assessing accessibility of Napier residents to Elected Members and vice versa.
- Consideration of the basis of election (at large, wards, mixed system).
- Consideration of electoral subdivisions for wards, including:
  - The number of wards based on communities of interest, such as single-member wards and multi-member wards.
  - The boundaries of wards.
  - The name of wards.
- Consideration of Council size (the number of Elected Members).

### **Section 4: What is fair representation for voters in Napier?**

#### 23. Analysis requirements:

- To outline which representation options are feasible based on the Local Electoral Act requirements to ensure that each voter has a vote of approximate equal value, including:
  - That the populations within each ward must be divided by the number of Elected Members representing them and be no more than 10% greater or smaller than the population of the district divided by the number of Elected Members.

#### 24. Key steps undertaken:

- Identifying the ratio of population per elected member for each proposed ward using the range of options for the total membership of the local authority.
- Comparing ward ratios with the average population per elected member for the local authority as a whole.

- Assessing representation options against the ratios provided in the Guidelines 2017 for providing effective and fair representation, and considering any required alterations to ward boundaries or reasons to depart from ratios.

## **Section 5: Do we need community boards in Napier?**

### 25. Analysis requirements:

- To identify whether there is a need for community boards within Napier.

### 26. Key steps undertaken:

- Reviewing results of the second survey (in early 2018) on community boards within Bayview and Maraenui.
- Considering the demographic information of Maraenui and Maraenui, and assessing the results of the second survey against the following criteria as outlined in the Guidelines 2017:
  - Will the community board contain a sufficiently distinct community/ies of interest?
  - Will the proposal promote good local government of the parent district (i.e. Napier) and the community area concerned (Maraenui/Bayview)?
  - Will Napier and the communities (Maraenui/Bayview) have the resources necessary to enable them to carry out their respective responsibilities, duties and powers?
  - Would the communities in Maraenui and Bayview get more effective and efficient governance performance from a community board than they would otherwise receive?

## Section 1: What is the history of Napier's representation arrangements?

27. The purpose of this section is to:

- a. compare Napier's current arrangements with previous arrangements
- b. compare Napier's arrangements with those of other territorial authorities
- c. provide an overview of what Napier residents think about the current representation arrangements.

### Key points

28. The key points of Section 1 are:

- A review of the history of Napier's arrangements has shown that the main point of difference over the last 40 years has been in the basis of election e.g. at large, ward (3 wards), or mixed system (50% split of at large and 4 wards).
- There are notable differences between the systems; the ward system, followed by the mixed system appear to have created a more fair and effective environment than the at large system.
- A survey of Napier residents showed a preference for retaining the current arrangements. Respondents predominately identify with Napier as their community of interest, and have awareness of their ward.
- Napier's arrangements are uncommon compared to other territorial authorities who predominately opt for a ward system.
- Compared with other city councils, Napier has a higher rate of Elected Members per population, a small geographical land area, and does not have community boards which are typically found in city councils with large geographical land areas or whether there is a particularly isolated community within their boundary.

## Comparison of current arrangements with previous arrangements

### Overview of Napier's previous arrangements

29. Representation arrangements cover four main topics:

- Basis of election
- Boundaries of wards
- Number of Elected Members
- community boards.

30. The following table summarises 40 years of Napier's history to show where there have been any key differences in representation.

Table 1: Overview of Napier's Representation Arrangements from 1977-2016

Representation review topics	Napier's experience
Basis of election	Napier has experienced three different ways to form the basis of election, including: <ul style="list-style-type: none"> <li>- At large system where people were elected by the entire electoral district (1977-1989) and (1998-2006)</li> <li>- Ward system (3 wards) where the district was divided into wards for electoral purposes (1989-1998)</li> <li>- Mixed system of 50% 'at large' and 50% ward representation of 4 wards. (2006-2016). Refer to Appendix 1 for a ward map.</li> </ul>
Boundaries of wards	Napier has had two ward systems: <ul style="list-style-type: none"> <li>- a ward system of 3 wards – Ahuriri, Onekawa and Taradale, represented by 4-5 Elected Members per ward</li> <li>- a mixed system including four wards – Ahuriri, Nelson Park, Onekawa-Tamatea, and Taradale, represented by 1-2 Elected Members per ward.</li> </ul>
Number of Elected Members	The number of Elected Members has mostly been 12 (excluding the Mayor), except for the 1995 triennium where there were 13 Elected Members.
Community boards	Napier has never had community boards.

31. Based on these four topics, the main changes in Napier's representation over the last 40 years has been in the basis of election<sup>7</sup>.

32. Key issues raised in submissions from Napier residents in previous representation reviews on the basis of election are outlined in the table below:

Table 2: Key issues raised in previous representation reviews in Napier

Topic	Previous issues raised
Voter turnout	The basis of election may have an impact on voter turnout. In particular, with more people voting if there is a ward system.
Diversity of candidates/Elected Members	There is likely to be more diversity on Council if there was a ward system (rather than 'at large'). In particular, under a ward system, candidates and those elected are more likely to come from a variety of suburbs, and potentially be more diverse.
Number of candidates standing	More candidates might stand if there are wards (rather than at large) because it is cheaper to run a campaign as a ward Elected Member - you do not have to promote yourself to the whole city but just to a section of the city.
Communities of interest	Napier has distinct communities of interest; it is not one community of interest and therefore should be represented in some form by wards.
Ward effectiveness	Whether people know who their ward Elected Members are.

<sup>7</sup> The analysis treats the mixed system in its entirety rather than putting the components in with wards/at large respectively.

## **Basis of election**

33. Napier has experienced three different types of basis of election over a long period, providing a sound evidence base for comparing whether there are any notable differences.
34. The following indicators were used to assess the effectiveness of the past arrangements:
- High voter turnout
  - High number of candidates to select from
  - Low number of candidates standing unopposed
  - Diversity among candidates and Elected Members including geographical spread, and representation of females.<sup>8</sup>
35. The analysis of the basis of election has shown:
- The ward system: Highest voter turnout; highest number of candidates and no seats unopposed; highest geographical spread of Elected Members and candidates; second highest percentage of female candidates and Elected Members.
  - The current mixed system: Lowest voter turnout; second highest number of candidates; second highest geographical spread of Elected Members and candidates; highest percentage of female candidates and Elected Members; highest number of seats unopposed (due to the one seat and two seat wards which typically do not attract as many candidates for people to choose from than in the other systems).
  - The At Large system: Second lowest voter turnout; lowest number of candidates; lowest geographical spread of Elected Members and candidates, lowest percentage of female Elected Members and candidates, no seats unopposed.

### *Voter turnout*

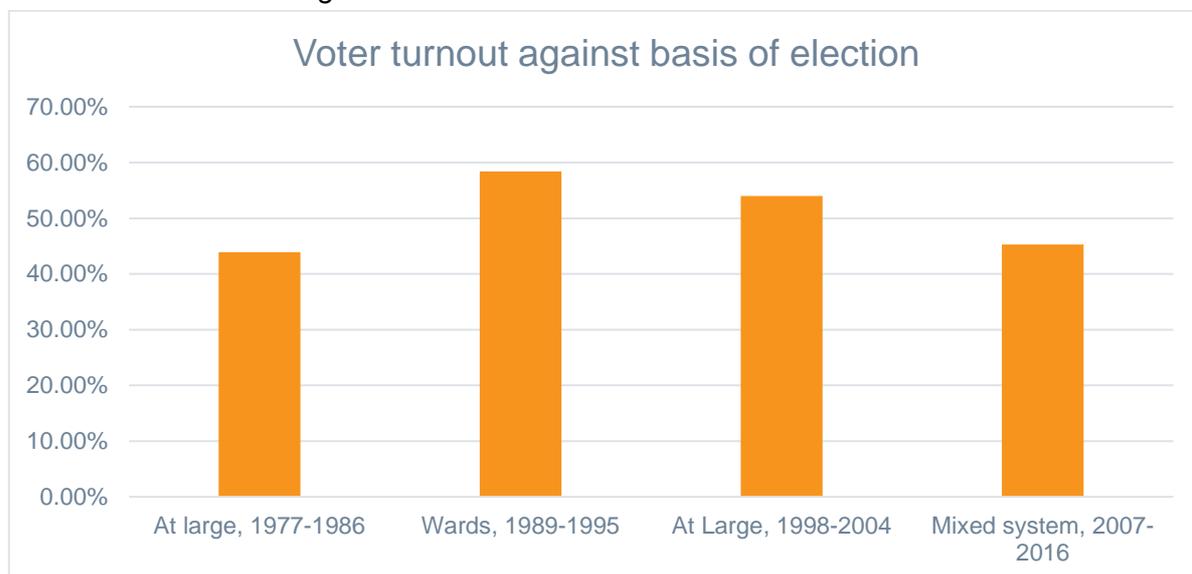
36. Key findings:
- The highest voter turnout since 1977 was for the ward system. Since the removal of that system, voter turnout has steadily decreased. Declining voter turnout is being experienced across New Zealand.
  - There are some geographical locations in Napier based on the current ward structure which have had higher voter turnout.

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<sup>8</sup> Candidate nomination forms did not include any information on age of candidates, or ethnicity.

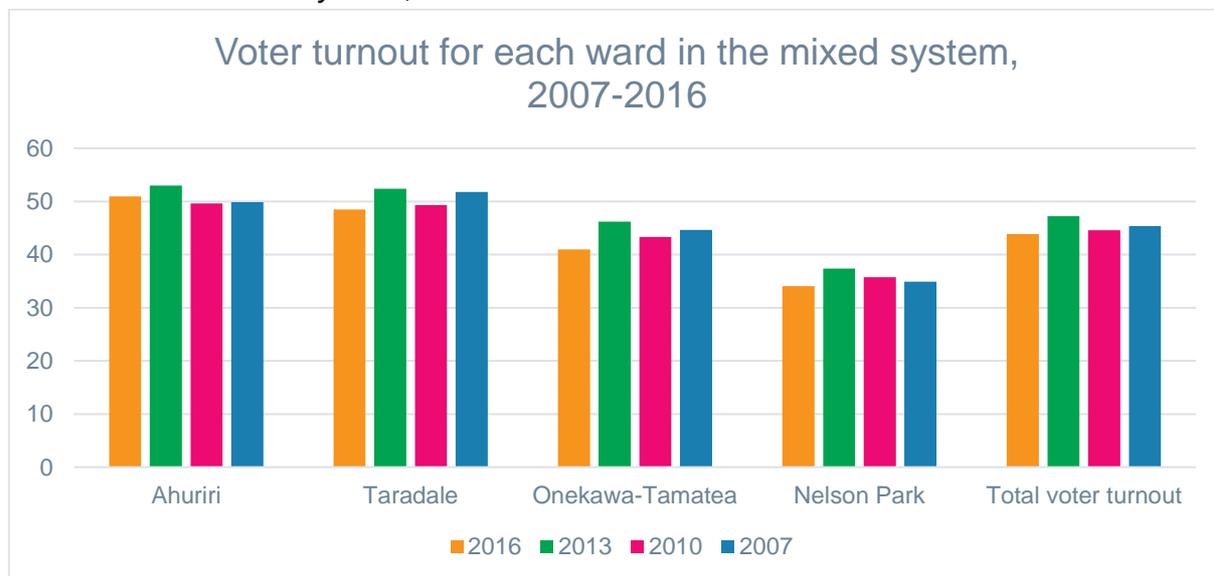
37. The following chart highlights voter turnout against the three basis of election.

Chart 1: Voter turnout against basis of election



38. The following chart shows voter turnout based on wards under the mixed system. Ahuriri ward and Taradale ward both had above average voter turnouts compared with the rest of Napier, whereas Onekawa-Tamatea ward, and particularly Nelson Park ward had the lowest voter turnout.

Chart 2: Voter turnout by ward, 2007-2016



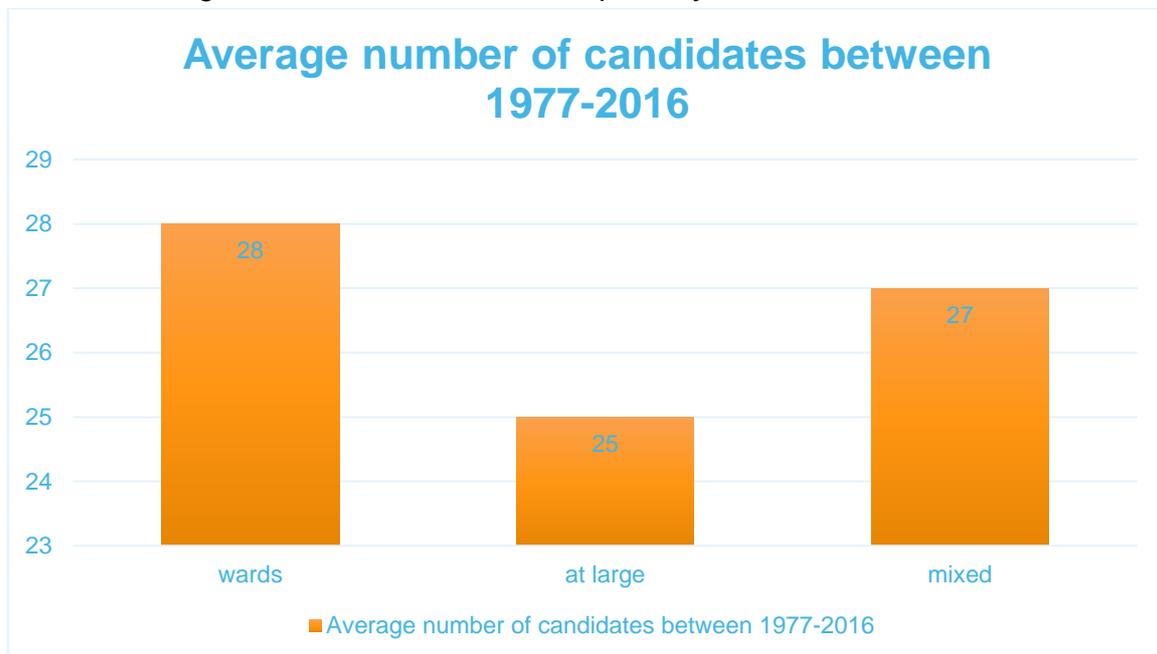
### Number of candidates

#### 39. Key findings:

- The ward system had the most number of candidates. The mixed system had 4% less than the ward system, and the at large system had the least number of candidates with 10% less than the ward system.
- Under the mixed system there has been a smaller number of candidates for the ward seats in comparison to the ward system. This difference is likely because there were only one to two seats available per ward, whereas in the ward system there was a minimum of four seats per ward.

40. The following chart outlines the average number of candidates for each system.

Chart 3: Average number of candidates in Napier City between 1977-2016



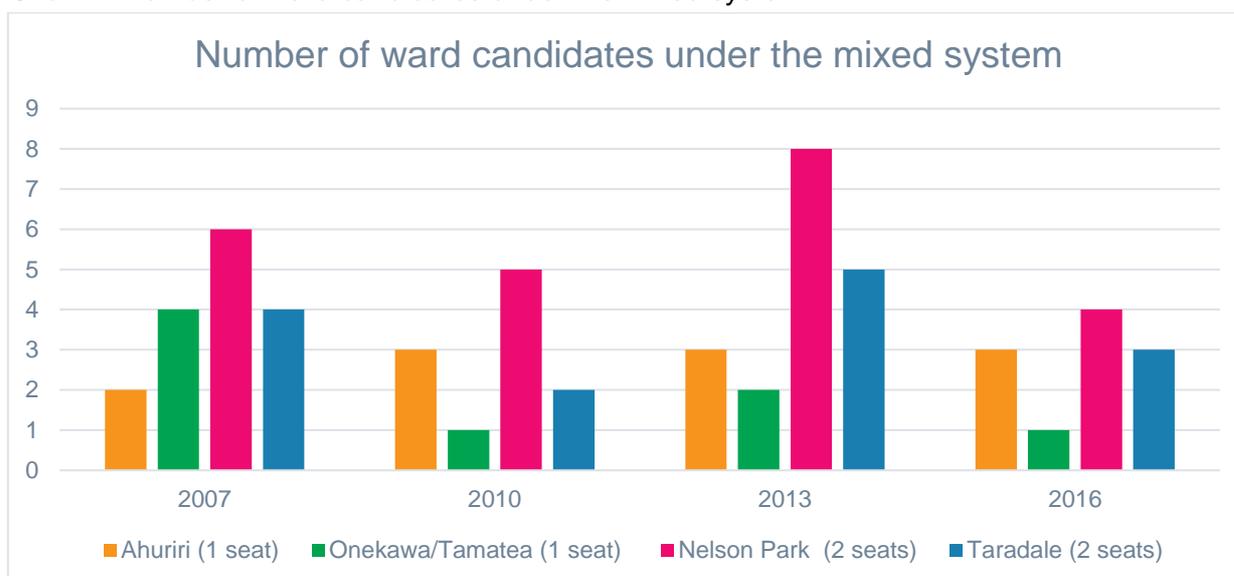
### Number of seats unopposed

#### 41. Key findings:

- Only under the mixed system have there been seats won unopposed (17% of ward seats).

42. Having seats unopposed means there is no competition for a seat, and therefore a vote has no consequence. In a functioning democracy, Napier residents would expect to have at least two candidates to select from for a seat, so that their vote has an effect.

Chart 4: Number of ward candidates under the mixed system



#### Geographical spread of candidates and Elected Members

#### 43. Key findings:<sup>9</sup>

- Differences between the bases of election and the geographical spread of Elected Members and candidates are:
  - i. The ward system has had the highest geographical spread, followed by the mixed system and the at large system.
  - ii. When voting for an Elected Member in a ward, residents have generally voted to elect a candidate who resides in their ward.

#### 44. Overall, there were a few suburbs which had the greatest number of candidates and Elected Members:

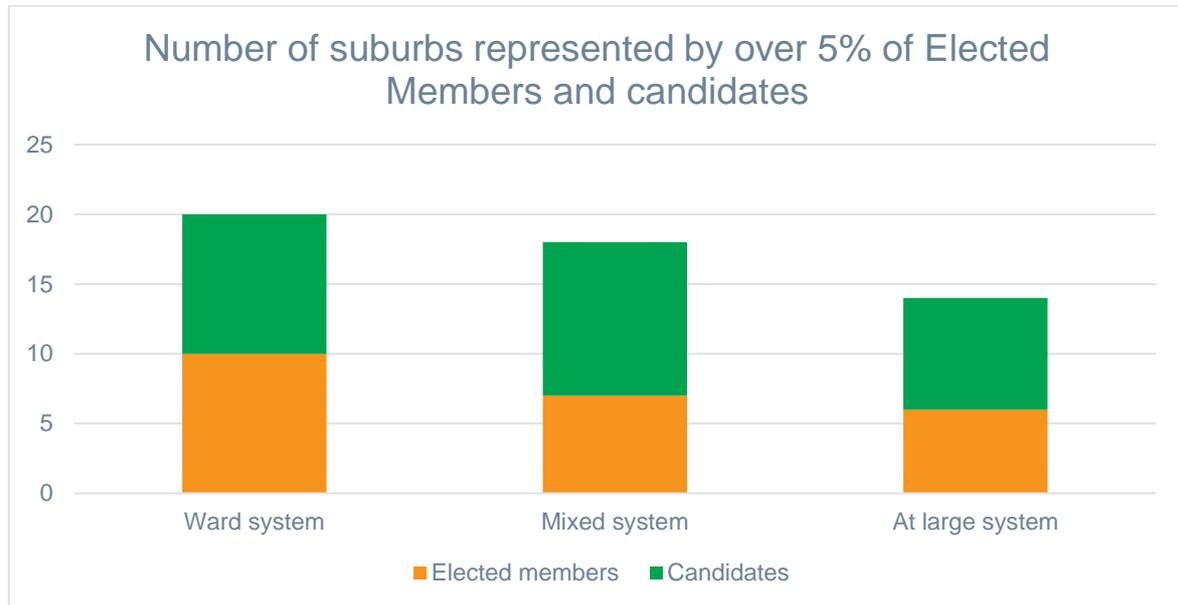
- Hospital Hill
- Bluff Hill
- Taradale
- Greenmeadows
- Westshore.

#### 45. For more information on the geographical spread by suburb refer to Appendix 2. Some of the systems tended to have a larger proportion of these top suburbs than others.

<sup>9</sup> Data was available from 1980 to 2016 (excluding 1998). In 1989, land in Poraiti, Bay View, and Meeanee was transferred from Hawke's Bay County Council to Napier City therefore these suburbs may have less candidates and Elected Members overall due to that reason.

46. Under the ward system there are higher numbers of Elected Members and candidates residing across Napier, compared to the mixed and at large systems<sup>10</sup>.

Chart 5: Number of suburbs represented by at least 5% of Elected Members



47. In comparing the results of ward and mixed systems, the following key points can be noted:

- For the mixed system,
  - On average, 85% of candidates live in the wards they stand in. Nelson Park had a lower average of 52%.
  - All Elected Members live in the wards they stand in, except for the Nelson Park ward where 43% of Elected Members live outside the ward.
- Under the ward system,
  - On average, 80% of candidates live in the wards they stand in. Onekawa ward had a lower average of 68%.
  - Elected Members mostly live in the wards they stand in, with only a few living in an adjacent suburb to the ward to which they were elected.

48. These findings indicate that residents generally prefer to elect candidates to represent their ward, who reside in their ward.

<sup>10</sup> 5% was selected as a minimum of representation, as all systems had representation across many suburbs, but were mainly 1-2%.

Chart 6: *Percentage of Elected Members and candidates that reside in their ward (mixed system)*

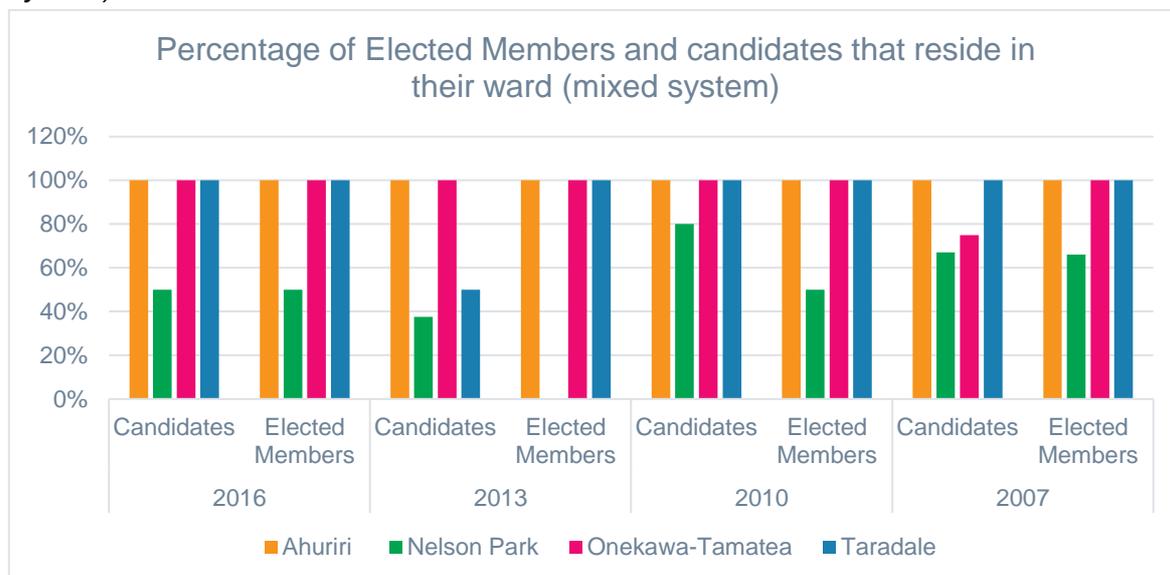
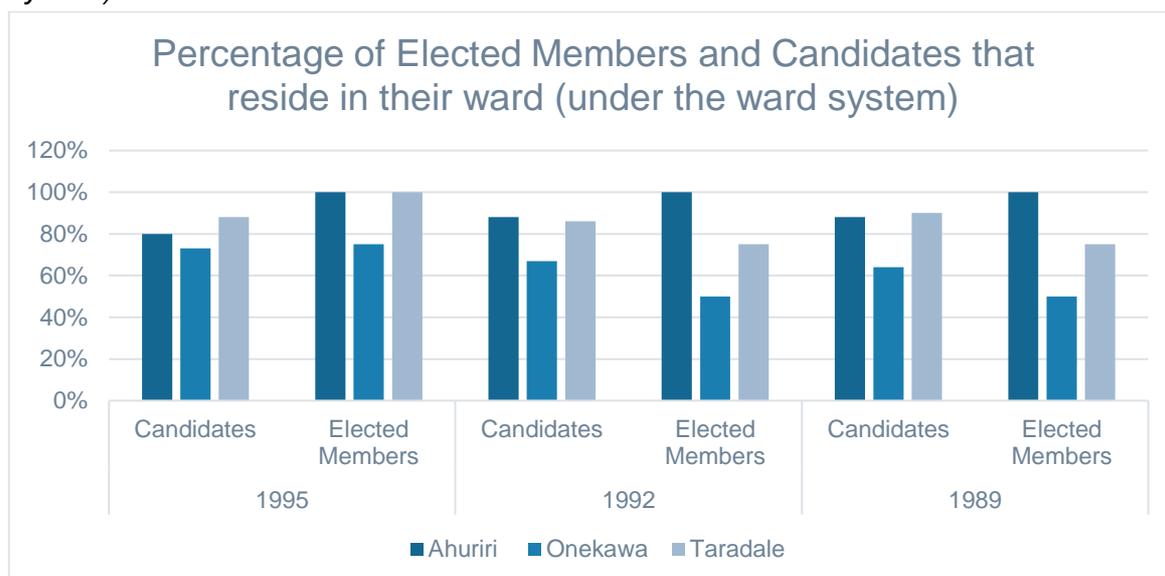


Chart 7: *Percentage of Elected Members and candidates that reside in their ward (ward system)*

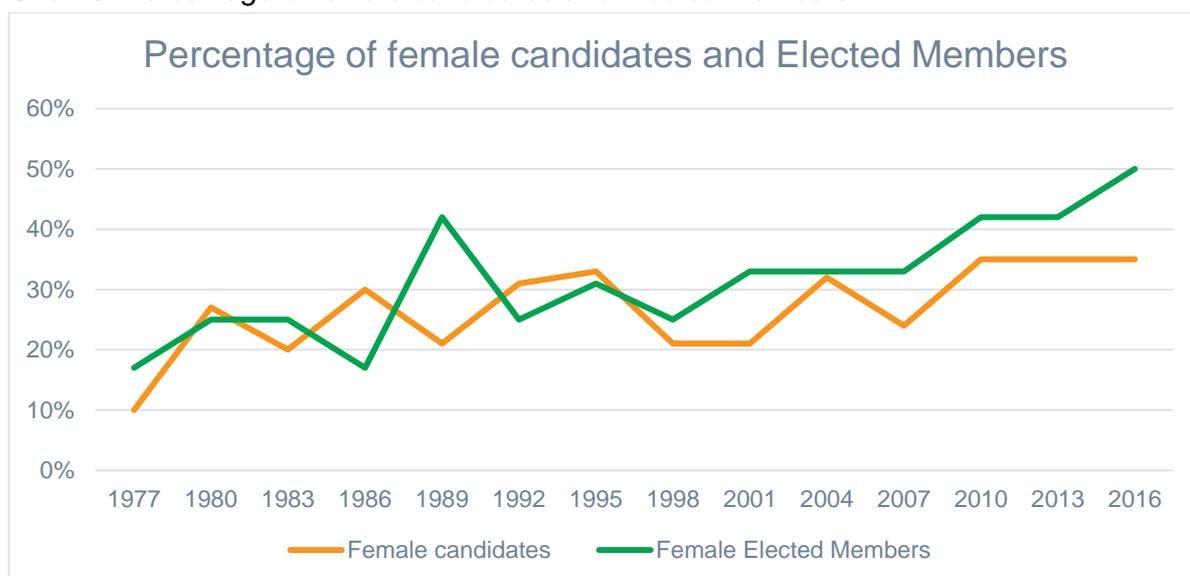


*Number of female candidates and Elected Members*

49. Key findings:

- The average number of Elected Members and the number of female Elected Members has increased since 1977. However the number of female candidates reduced under the at large system between 1998-2004.
- The increase in female to male candidates can be related to changes within society rather than due to the basis of election.

Chart 8: *Percentage of female candidates and Elected Members*



Candidates

50. There is a lower percentage of female candidates in the at large system compared with the mixed system and the ward system.

At large	24%	1977-1986 (22%) 1998-2004 (25%)
Ward	28%	1989-1995
Mixed	32%	2007-2016

Elected Members

51. The percentage of female candidates elected under the at large system is notably less when compared to the mixed and ward systems.

At large	26%	1977-1986 (21%) 1998-2004 (30%)
Ward	33%	1989-1995
Mixed	42%	2007-2016

**Comparing Napier’s current arrangements to other territorial authorities**

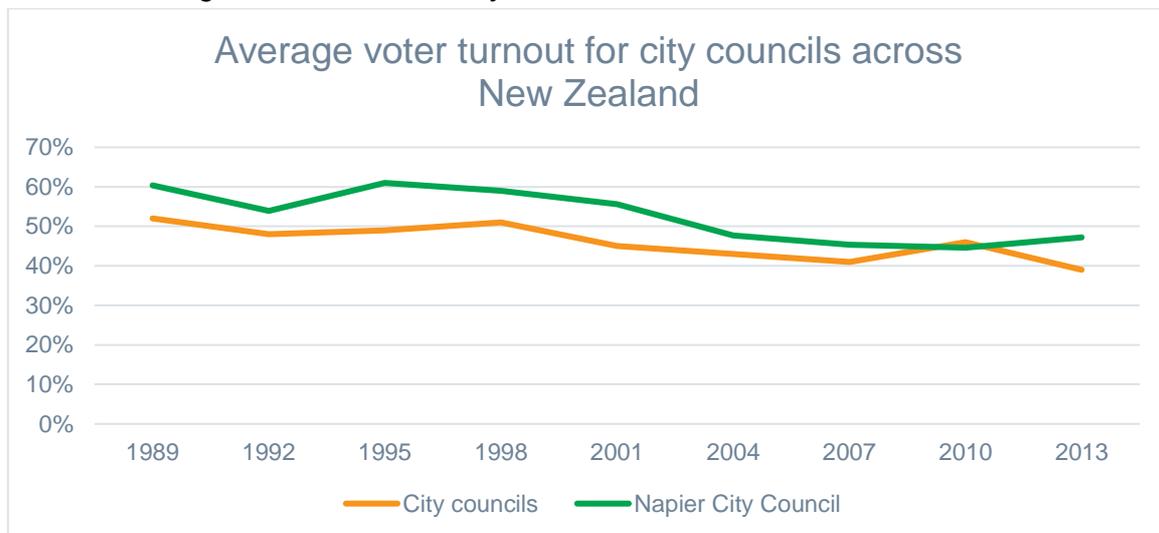
52. The following section provides an overview of Napier’s current arrangements in comparison to those of other territorial authorities.

## Voter turnout levels

### 53. Key findings:

- Voter turnout in local government elections has been steadily declining over the last 30 years.
- Napier under each system has had a higher percentage of voter turnout compared with other city councils (except for 2010).
- The average percentage of eligible voting population who voted for city councils across New Zealand is outlined in the following chart.

Chart 9: Average Voter turnout for city councils across New Zealand<sup>11</sup>.



## Basis of election

### 54. Key findings:

- 75% of territorial authorities use a ward system.
- 18% of territorial authorities use an at large system.
- 7% of territorial authorities have a mixed system like Napier.

## Current population/member ratio

### 55. Key findings:

- Napier has a higher number of Elected Members per population compared with most other city councils.
- For every 5,163 Napier residents, there is one Elected Member elected to represent them.
- Napier could feasibly reduce the number of Elected Members to 10 and still be in line with other city councils.

<sup>11</sup> <http://socialreport.msd.govt.nz/civil-and-political-rights/voter-turnout.html>

56. The following table shows where Napier would be positioned in comparison to other city councils if the number of Elected Members were to decrease<sup>12</sup>. City councils currently have a minimum of 10 Elected Members.

57. Approximately 40% of the other city councils have community boards, but these are mainly in larger land areas than Napier. These Councils also typically have much higher member-population ratios.

Table 3: *Population/Member Ratio of city councils with similar population size to Napier*

District	Population	Population/Member ratio	No. of Elected Members	At large/mix /wards	Community boards/ Local Board Area and Subdivision	Land area (km2)
Nelson City	50,600	4,217	12	At large	No	445km2
Upper Hutt City	42,600	4,260	10	At large	No	540km2
Invercargill City	54,700	4,558	12	At large	1	389km2
Napier City	61,950	5,163	12	Mix at large & (4 wards)	No	106 km2
Porirua City	55,350	5,535	10	Wards (3)	No	183km2
Napier City	61,950	5,632	11	Mix at large & (4 wards)	No	106km2
Hastings District Council	78,630	5,616	14	Wards (5)	1 (rural board)	5,229km2
Palmerston North City	86,300	5,733	15	At large	No	395km2
Napier City	61,950	6,195	10	Mix at large & (4 wards)	No	106km2
Napier City	61,950	6,883	9	Mix at large & (4 wards)	No	106km2
Napier City	61,950	7,744	8	Mix at large & (4 wards)	No	106km2
Lower Hutt City	103,350	8,613	12	Wards (6)	3	377km2
Dunedin City	127,000	9,071	14	At large	6	3,341km2
Tauranga City	128,300	12,830	10	Mix at large & 3 wards	No	168km2
Hamilton City	161,200	13,433	12	Wards (2)	No	110.8km2
Wellington City	212,600	15,186	14	Wards (5)	2	290km2
Christchurch City	381,420	23,858	16	Wards (16)	7	1,426km2

<sup>12</sup> Reducing the cost to Council is often cited as a reason for reducing the number of Elected Members, however it is noted that the Remuneration Authority, responsible for setting Elected Member remuneration, is reviewing the way it sets remuneration. A reduction in the number of Elected Members does not necessarily mean a reduction in the overall cost to ratepayers.

## Geographical size

58. Key finding:

- Napier's land area is small in comparison to other similar sized city councils.

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

59. As part of pre-consultation, an initial survey was undertaken between September and November 2017.

60. 618 responses were received, with 598 useable responses. This exceeded the target of 400, which had been determined as a statistically sound sample target for Napier's population.

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

62. Key findings from the survey included:

### *Basis of election*

- The following table outlines the key preferences and comments on each basis of election:

Table 4: *Key preferences of Napier residents*

	Findings from Survey	Main reason cited
Mixed system	<ul style="list-style-type: none"><li>• 41% of respondents preferred the status quo electoral system, 'a mix of wards and at large', which is consistent with survey results from previous years (2009-2011).</li></ul>	'A good mix/good representation/representing unique needs and as a city as a whole'
At large	<ul style="list-style-type: none"><li>• 27% of respondents preferred the at large system (of which respondents from Ahuriri ward had the highest preference for this system – 38%).</li></ul>	'Napier is small/holistic view/city as a whole'
Ward	<ul style="list-style-type: none"><li>• 12% of respondents preferred ward system.</li></ul>	'Better representation/work better'

### *Boundaries of wards*

- 75% of respondents were able to name the ward they live in. This shows a high awareness of wards by respondents.
- Lower ward awareness was shown by the following respondents:
  - younger respondents (specifically 35-44 years old),

- respondents within the 'other' ethnicity group<sup>13</sup>, and
  - non-ratepayers.
- Taradale ward respondents showed the highest ward awareness (26%) and Nelson Park ward respondents showed the lowest (14%).

#### *Number of Elected Members*

- Over half of respondents indicated that the size of Council should stay the same (52%).
- 26% of respondents want less Elected Members citing key reasons as: lower cost and easier decision-making and more accountability.
- Only 6% of respondents wanted an increase in numbers.

#### *Community boards*

- 30% of respondents wanted community boards in Napier.
- 43% of respondents do not want community boards.
- 30% of respondents do not have a preference or do not know.

#### *Community of interest*

- Most respondents identify their main community of interest as 'Napier'.

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<sup>13</sup> This group included any other ethnicity than NZ European and Maori.

## Section 2: What are Napier's communities of interest?

63. This section identifies communities of interest in Napier

- What Napier residents consider to be their community of interest,
- Whether there are any identifiable communities of interest below Napier as a whole, and
- Whether there any of these communities of interest are located in identifiable geographical areas.

### Key points

64. The key points of Section 2 are:

- There are identifiable communities of interest across Napier; characterised by diverse demographics, access to facilities and community representation.
- Of these communities of interest, most can be identified within suburbs.
- The current ward structure mostly caters for suburbs that share communities of interest.
- 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 sufficient commonalities with other suburbs under the current ward structure.

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

### Napier as a community of interest

65. More than two thirds of respondents in the first public survey identified their community of interest as Napier. The main reasons for this included:

- It is 'easier', more well-known,
- That's where I live/was born/my home, and
- Napier as a whole/single community/lived in different parts.

66. Younger respondents were more likely to identify themselves with the city 'Napier' as a whole.

### Suburb as a community of interest

67. 19% of respondents identified their community of interest as their suburb. Of these respondents, Taradale ward respondents particularly identified the suburb of Taradale as their community of interest. Main answers for those who determined

Taradale as their community of interest included: that's where I live/easier, and more specific/well known.

### **Electoral ward as a community of interest**

68. Less than 1% of respondents cited their Electoral ward as their community of interest.
69. Approximately 75% of respondents were able to name the ward they live in. Those who were unable to name their ward were generally: younger residents (specifically 35-44 year olds); respondents within the 'other' ethnicity, and non-ratepayers.
70. Respondents in Taradale had the highest ward awareness, followed by Ahuriri, Onekawa-Tamatea, and Nelson Park.

### **What are the communities of interest in Napier?**

71. Napier's communities are made up of diverse groups of people. To identify a community of interest, we consider the following criteria:
  - a sense of community identity,
  - dependence on shared services, and
  - how communities are represented.
72. A number of indicators for each criteria above have been used to identify the characteristics of Napier's communities of interest (Appendix 3 refers).
73. Outlined below are the prevailing, moderate and distinct characteristics of the communities of interest in Napier. Suburbs have been used as a frame to determine whether the community of interest is evident in the:
  - majority of suburbs (prevailing community of interest),
  - some of the suburbs (moderately distinct community of interest), or
  - very few of the suburbs (most distinct communities of interest).

### **A sense of community identity**

*Land: physical and topographical features*

74. Prevailing communities of interest:
  - Established residential, high population density, and smaller land area.
75. Moderate distinctness of communities of interest:
  - Commercial.
  - Coastal.

76. Most distinct communities of interest:

- Large areas of land are typically suburbs who have rural and rural residential land use and lowest population density.
- Industrial land use.
- Airport/maritime land use.

*Economic and socio-economic and demographics*

77. Prevailing communities of interest:

- Source of income is wages, salary, commissions, bonuses.
- Employment occupation is either as a professional or manager.
- Employment type is employed and paid employee.
- Unpaid work is generally household work.
- Religious and Christian.
- General low deprivation (particularly in Ahuriri and Taradale wards).
- Education qualifications are generally a school qualification.
- Lower to medium low incomes: 0-63K.
- Ages: 0-19 years and 40-60 years of age.
- Medium population suburbs between 1,000 and 3,000 people.
- Ethnic Characteristics: European.
- The rohe or takia of local iwi and hapu: The original inhabitants of the Napier area were the Ngati Kahungunu Māori people.
- Pacific Population: Samoan.
- Distinct local history of the area includes early European settlement mainly for farming; township developed around hill and port area; 1931 large earthquake making about 4,000 hectares of land available for urban expansion; 1950's city rebuilt and expanded to the south-west; rapid population growth in 1960-1970s around Taradale, Tamatea and Greenmeadows; slow population increase in early 1990s and relatively stable increases to 2013; most growth since 1990s has been in south suburbs of Taradale South; Greenmeadows, and more recently in Meeanee and west suburb of Poraiti.

78. Moderate distinctness of communities of interest:

- Source of income is NZ Superannuation/veterans pension; interests, dividends, rent and other investments; government assistance through benefits or allowances; and self-employment or business.
- Employment occupation includes labourers; technicians and trade workers; clerical and admin workers; community and personal service workers.
- Employment Type is part-time.
- Unpaid work is generally looking after a child who is a household member or non-household member; and voluntary work.
- Non-religious.
- Higher deprivation than the national average (particularly in Nelson Park and Onekawa-Tamatea wards).

- Education qualifications are post school (excluding university) and no qualifications.
- Medium to higher incomes: 64K-109K.
- Ages: 20-39 years and 60-80 years of age.
- Larger population suburbs between 3,000 and 6,400 people.
- Ethnic Characteristics: Māori.
- Pacific Population: Cook Islands Māori.

79. Most distinct communities of interest:

- Source of income is no source of income, and no other government benefits, payments or pensions.
- Employment occupation is sales workers and machinery operators & drivers.
- Employment type is self-employed and without employees; unemployed; employer and unpaid family worker.
- Unpaid work is no activities; or looking after an ill or disabled person either a household member or not.
- Religious affiliation of Buddhism; Spiritualism and New Age; Hindi; Muslim; Sikh; Jewish.
- Very high deprivation rating (Maraenui).
- Education qualifications are university degrees – bachelors and higher degrees.
- Highest incomes: 109K +.
- Ages: 80+ years of age.
- Low population suburbs between 0 to 500 people (Onekawa West and Awatoto).
- Ethnic Characteristics: Asian; Pacific peoples; Middle Eastern/Latin American/African.
- Pacific Population: Tonga; Fijian; Niuean; other Pacific people
- Projected growth in residential properties: Awatoto, Poraiti (West), and Bayview.

*Dependence on shared facilities and services*

80. There are numerous major features such as recreational facilities, retail areas, schools, shared facilities, and community organisations operating in Napier. It is unknown whether particular residents frequent the facilities and services predominately located in their own suburb, or whether they use a variety spread across Napier<sup>14</sup>.

81. Key findings on shared facilities and services:

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<sup>14</sup> Of note, Napier is very compact; typically it only takes 10 minutes in the car from any suburb in Napier to reach the central business district (CBD) of Napier. Because there is no burden of distance, the majority of residents (except for those who do not have access to their own vehicle and those who cannot afford to frequent paid major features), are likely to use the major features and shared facilities wherever they are located across Napier. It is however equally likely that residents in a particular area predominately use the features in their area.

- Napier City Council provides a different set of services and applies a different rating framework to Bayview residents and rural residents.
- Just over half of Napier's suburbs have one or more shared facilities provided by Council.
- Most suburbs have at least two major features in them with an average of six major features per suburb.
- The large majority of suburbs have a school.
- Approximately half of suburbs have one retail centre, ranging from a small number of shops to town centres in Taradale and Napier. The majority of suburbs that do not have a retail centre are typically either rural or very close to a retail centre in another suburb.
- The majority of suburbs have community organisations operating for the area.
- Transport links in Napier include:
  - Prevailing communities of interest: Drive a private car, truck or van.
  - Moderately distinct communities of interest: Drive a company car, truck or van.
  - Most distinct communities of interest: Work at home, passenger in a car, truck, van or company bus, bicycle; public bus; motorcycle or power cycle.
- Communication links in Napier include:
  - Prevailing communities of interest: Have access to telecommunication systems including access to a telephone; mobile; and internet.
  - Most distinct communities of interest: Have no access to telecommunication systems.

## Are any communities of interest located in identifiable geographical areas?

82. Communities of interest are located by wards or suburbs. This section considers whether the current ward structure is a good representation of communities of interest in Napier and whether there are any distinct communities of interest by suburb.

### Is the current ward structure a good representation of communities of interest in Napier?

83. The current ward structure covers the following suburbs:

Table 5: *Current ward structure*

Wards	Suburbs
Ahuriri ward (1 Elected Member)	Bayview, Westshore, Ahuriri, Bluff Hill, Hospital Hill, and the northern part of Onekawa West
Nelson Park ward (2 Elected Members)	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 <sup>15</sup> of Awatoto
Onekawa-Tamatea ward (1 Elected Member)	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 ward (2 Elected Members)	Taradale South, Taradale North, Greenmeadows, Poraiti, Meeanee, and Awatoto (except the most northern meshblock)

84. In analysing the data on each of the wards, it is clear that there are communities of interest distinct to each ward; each ward can be said to have its own flavour.

85. Taradale and Ahuriri wards broadly share similarities. Onekawa-Tamatea and Nelson Park wards also share some similarities, although less than Taradale and Ahuriri. For more information on the comparison between the wards refer to Appendix 4.

### *What are the communities of interest in the Taradale ward?*

#### Sense of identity

- Taradale ward residents identify with their suburb as their community of interest.
- Taradale is a relatively recent addition to the Napier electorate, being combined in 1968; prior to that it was its own Borough.

#### Economic and socio-economic and demographics

- Deprivation index: Lowest deprivation index rating in Napier.
- Occupation: Top occupations are managers and professionals.

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<sup>15</sup> Meshblocks are the lowest level building block that defines electorates and polling areas for parliamentary and local government elections (they are generally around 30-60 dwellings).

- Sources of income: Higher percentage of superannuation or veteran's pension; interest, dividends, rent, other investments, and self-employment/business ownership.
- Employment status: High employment rates.
- Unpaid activities: Slightly higher percentage of no activities, voluntary work, and household work.
- Household income quartiles: Higher percentage earning in the highest bracket of 109K plus.
- Education qualification: Higher percentage of University degrees and post school qualifications.
- Ethnicity: Higher percentage of Europeans and Asians.
- Age structure: Higher percentage of people aged over 50.
- Religious affiliation: Highest religiosity across Napier.
- Transport links: Highest percentage to drive a car, truck or van to work.
- Housing tenure: Highest percentage who fully own their house.
- Family types: Higher percentage of couples without children.
- Household structure: Higher percentage of two person households.
- Car ownership: Most likely to have two vehicles.
- Telecommunications: Highest percentage of access to a telephone.

#### Dependence on shared services and facilities

- 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, Otatara Pā Historic Reserve, Riverside Park, Tareha Recreational Reserve, Bledisloe Park, Sugar Loaf 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.

- Community groups operating to service the ward known to Council include: Tait Social Drive; Jervoistown Residents Group; Taradale Marketing Association.

*What are the communities of interest in the Ahuriri ward?*

#### Land

- Highest concentration of Coastal suburbs.

#### Economic and socio-economic and demographics

- Second lowest deprivation ranking in Napier.
- Occupation: Highest percentage of managers and professionals.
- Sources of income: Highest percentage of self-employment or business ownership; interest, dividends, rent, other investments; and wages, salary, commissions, bonuses.
- Employment status: High employment rates.
- Industry: Higher percentage of professional, scientific and technical services; health care and social assistance; and arts and recreation services.
- Unpaid activities: Higher percentage of household work, and voluntary work through an organisation.
- Household income: Highest percentage of people earning in the highest income bracket of 109K+, and 64K-109K.
- Education qualification: Highest percentage with university degrees, and high percentage with post-school qualifications.
- Ethnicity: Higher percentage of European and among lowest of Māori, Pacific peoples and Asian.
- Age structure: Higher percentage of people as older workers and pre-retirees (50-59 years old), and empty nesters and retirees (60-69 years old).
- Transport links: Highest percent of people who walked/jogged to work or worked at home.
- Housing tenure: Higher percentage of people who fully owned their house.
- Family types: Higher percentage of couples without children.
- Household size: Higher percentage of two persons per household.
- Car ownership: Higher percentage of people who own two, three or more vehicles.
- Telecommunications: Highest percentage of people who have access to a cell/mobile and internet.

#### Dependence on shared services and facilities

- Council provides for the following shared facilities: King Georges Hall.
- Retail: Part of Napier's town centre, Ahuriri shopping centre, small Bayview 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 and walk, Inner Harbour, Westshore Lagoon, Northern Pond (Watchman Road Reserve), the Esk River, Westshore Wildlife Reserve, Marine Parade Beach, Beach Domain, 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
- Sacred Heart (Girls) College, Napier Girls' High School, Central School Primary, Westshore Primary, Port Ahuriri Primary, Eskdale Primary/Intermediate School.
- 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.

*What are the communities of interest in Onekawa-Tamatea ward?*

#### Economic and socio-economic and demographics

- Second to highest deprivation ranking in Napier.
- Occupation: Highest percentage of technicians and trades workers.
- Sources of income: Moderate percentage on government benefits and superannuation, and higher percentage of those on wages.
- Employment status: Moderate employment rates.
- Industry: Highest percentage in manufacturing, retail trade, and transport, postal and warehousing.
- Household income: Highest percentage of people earning in the second lowest income bracket of 33K-63.9K, and second highest percentage earning in the lowest income bracket (0-33K).
- Education qualification: Lowest percentage with a higher degree, and among highest percentage with a school qualification or no qualification.
- Ethnicity: Second highest percentage of Māori, Pacific peoples, and Asian.
- Age structure: Higher percentage of younger people from 0-34 years of age.
- Transport links: Higher percentage of those who used a bicycle to get to work, and high percentage drive a car, truck or van; passenger in a car, truck, van or company bus.
- Housing tenure: Higher percentage of people who are renting or have a mortgage.
- Family types: Higher percentage of one parent families.
- Household size: Higher percentage of one person households, and six or more persons.

- Car ownership: Highest percentage who own one vehicle.
- Telecommunications: Lower percentage with access to internet, and higher percent of those who have no access to telecommunication systems at all.

#### Dependence on shared services and facilities

- Council provides for the following shared facilities: Onekawa Plunket Rooms.
- Retail: Onekawa Shopping Centre, Tamatea shops (including a supermarket).
- 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.
  - Tamatea Primary, Tamatea Intermediate, Tamatea High School, Onekawa Primary School, Porritt Primary School
- Community groups operating to service the ward known to Council include: Ka Hao Te Rangatahi ki te Matau a Maui Trust.

*What are the communities of interest in Nelson Park ward?*

#### Economic and socio-economic and demographics

- Highest deprivation index rating in Napier.
- Occupation: Higher percentage of labourers and community and personal service workers.
- Sources of income: Higher percentage of governance assistance and benefits.
- Employment status: Highest unemployment rates.
- Industry: Higher percentage of agriculture, forestry and fishing
- Unpaid activities: Higher percentage of looking after a child who is a household member.
- Household income: Higher percentage in the lowest income bracket of 0-33K.
- Education qualification: Higher percentage of no qualification.
- Ethnicity: Higher percentage of Māori and Pacific people.
- Age structure: Higher percent of people under 34 years old.
- Transport links: Highest percent to be a passenger in a car, truck, van or company bus.
- Housing tenure: Higher percentage of renting and renting in social housing.
- Family types: Higher percentage of being a one-parent family.
- Household size: Higher percentage of three to six or more persons in a house.
- Car ownership: Higher percentage of people who have no vehicle.
- Telecommunications: Highest percentage without access to any telecommunications systems; and lowest access to cell/mobile; telephone; and internet.

### Dependence on shared services and facilities

- 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.
- 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
  - Nelson Park Primary, Napier Intermediate, Napier Boys' High School, Te Awa School, Marewa Primary, Richmond School, Henry Hill, William Colenso College.
- Community groups operating to service the ward known to Council include: Maraenui Donations, Tu Tangata Maraenui, The Koha Shed, Menz Shed, Nga Raukura o Maraenui, Ka Hao Te Rangatahi ki te Matau a Maui Trust, Marewa Napier South Community Resilience Group, Marewa Residents Group, Marewa Business Association, Pirimai Residents Association.

### **Which suburbs in Napier have the most distinct communities of interest?**

86. As well as communities of interest that are evident across Napier as a whole, and in wards, there are also communities of interest that are particular to a suburb/s. These communities of interest are difficult to group into any of the wards as they are by their nature the most distinct.
87. This section of the report focuses solely on outlining distinct communities of interest within suburbs, as shown in the table below.<sup>16</sup> Only those suburbs which have two or more highly distinct communities of interest are outlined in further detail below.
88. The following subsection outlines the suburbs that are considered to be highly distinct communities of interest, and other suburbs which share commonalities with them. It is not a complete suburb profile and does not list indicators that are assessed as dissimilar or similar to Napier as a whole.

#### *Maraenui*

##### Population density:

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

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<sup>16</sup> To see more detail on Communities of Interest in Napier refer to 2013 census stats and ID profile website suburb and Ward profiles. <https://profile.idnz.co.nz/napier/about?WebID=250> .

Deprivation:

- Very high deprivation area, rated as 1248.00 compared to Napier's average of 1016.00 and New Zealand's average of 995.00.

Income level:

- Almost 50% of households have an income of less than \$33,000, and 75% of households have an income of less than \$63,996.

Employment occupation:

- Top two occupations are:
  - labourer (32% compared to 13% in Napier).
  - machinery operators and drivers (12% compared to 6% in Napier).
- Lower percentage of professionals and managers:
  - professionals (8% compared to 20% in Napier).
  - managers (5% compared to 14% in Napier).

Employment type:

- More likely to be unemployed, (20% versus 7% in Napier).
- Less likely to be employed full-time (60% versus 70% in Napier).
- Less likely to be an employer (1% versus 6% in Napier).
- Less likely to be self-employed without employees (5% versus 10% in Napier).

Ethnic characteristics:

- Majority identify as Māori (47% compared to 18% in Napier).
- Less than half the number of Europeans than Napier (41% compared to 79%).
- Pacific peoples make up 15% of residents (compared to 3% in Napier), the majority of which are Samoan.

Communication links:

- Lowest access in Napier to a mobile, telephone, internet:
  - Mobile (64% compared to 79% in Napier).
  - Telephone (57% compared to 82% in Napier).
  - Internet (40% compared to 69% in 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.

89. The two suburbs that share at least three or more of Maraenui's distinct characteristics are also located in the Nelson Park ward.

Table 6: *Suburbs that share similar characteristics to Maraenui*

	Marewa	Onekawa South
Deprivation index	1125.00 (2 <sup>nd</sup> highest in Napier)	1112.00 (3 <sup>rd</sup> highest in Napier)
Income level	40% in lowest income bracket	39.5% in lowest income bracket
	72% in two lowest income brackets	69% in two lowest income brackets
Ethnic characteristics	25% Māori	31% Māori.
Employment occupation	Top occupation: labourer (17%)	Top occupation: labourer (20%).
Communication links	3 <sup>rd</sup> lowest access in Napier	2 <sup>nd</sup> equal lowest access in Napier

90. The following four suburbs are distinct when compared to the rest of Napier and share similarities with each other.

#### *Bayview*

##### Land area:

- Covers 28% of Napier's land area.

##### Land use:

- Rural and Rural Residential.
- Rural land is mainly used for market gardening, grazing and some viticulture.
- Coastal.
- Airport.

##### Population density:

- Extremely low population density at 0.66 persons per hectare.

##### Unique Council services/rating framework:

- Council's current rating systems provides a differential on general rates between city residential properties and Bay View properties. This recognises that Bay View receives a lower level of services, which are funded by general rates, namely transportation and roading.

#### *Poraiti*

##### Land area:

- Covers 18% of Napier's land area.

Land use:

- Rural and Rural Residential.
- Rural land is mainly used for grazing and timber production, and some viticulture.
- Growing rural residential (particularly Mission Estate hills), and growing residential (Parklands).

Population density:

- Extremely low population density at 1 person per hectare.

Unique Council services/rating framework:

- Council applies a different rating framework to those properties that are classified as rural. Typically, rural properties pay less than residential properties. If a rural property can access a Council service (such as water, rubbish collection, or sewage) then it is charged a targeted rate for the use of those services.

*Awatoto/Meeanee*

Land area:

- Covers 23% of Napier's land area.

Land use:

- Rural and Rural Residential.
- Rural land is mainly used for market gardening.
- Growing residential area in Awatoto/Te Awa Estate.
- Industrial.
- Coastal.

Population density:

- Extremely low population density at 0.81 persons per hectare.

Unique Council services/rating framework:

- Council applies a different rating framework to those properties that are classified as rural. Typically, rural properties pay less than residential properties. If a rural property can access a Council service (such as water, rubbish collection or sewage) then it is charged a targeted rate for the use of those services at the same rate as a residential property.

Projected growth:

- Poraiti and Awatoto/Meeanee have growing residential populations, specifically, Te Awa and Parklands subdivisions. The Mission Estate development will also result in significant growth in the Poraiti area.

## Section 3: How should we represent Napier's communities of interest?

91. The purpose of this section is to consider various representation options for Napier including the basis of election – whether Elected Members are voted for by the entire city, or via wards, or via a mix of both.

### Key points

92. The key points of Section 3 are:

- The at large system is not the most effective system of representation for Napier. It is less effective than mixed and ward systems for representing communities of interest that are geographically distinct. Based on Napier's election history, the at large system has provided less candidates and less diverse candidates which may create barriers to voter participation.
- The mixed system is effective in representing communities of interest through the current ward structure. This system has the most support from survey respondents.
- The ward system is most effective in representing communities of interest using the current ward structure; it also avoids single-member wards where members are more likely to be elected unopposed. Napier's election history shows the ward system attracts more candidates and more diverse candidates which improves levels of voter participation. Most Councils use this system.
- Council size could be set at 12 Elected Members (status quo) or reduced to 11 or 10 Elected Members. A reduction in the number of Elected Members would bring Napier in line with other city councils, and reflect Napier's small geographic area.

### Overview

93. Section five of the Guidelines 2017 sets out the following for basis of election:

- The legislation is neutral on whether to divide into wards or treat the electorate as a whole (At Large).
- General characteristics of territorial authorities that opt for a particular election basis:
  - At large: 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.
  - Mixed system: This system may be best when there are clear district-wide communities of interest as well as specific geographically based communities of interest.

- Ward system: This system may be best where communities of interest are located geographically.
94. As demonstrated in Section Two, Napier has some communities of interest operating across Napier; but the communities of interest which are located geographically are more pronounced. These communities of interest broadly fit in the current ward structure.
95. Although Napier is geographically small, there are particular groups of people who have lower levels of participation in democratic processes. The current ward structure helps to represent and encourage participation to these groups. Therefore, the following analysis on the mixed system and ward system is based on retaining the current ward structure.

### Which basis of election would most effectively represent Napier's communities of interest?

96. The key advantages and disadvantages of each system i.e. at large, mixed and ward are explored below.

#### Option 1: At large

97. Key advantages include:
- This system best reflects the feedback from most survey respondents that they identify with Napier as a whole as their community of interest.
  - 27% of survey respondents preferred this system.
  - Napier has a small geographical land area.
98. Key disadvantages include:
- Less representation of communities of interest which are geographically located (as outlined in Section Two).
  - Based on Napier's election history, Elected Members come from fewer suburbs, less candidates and less female candidates are likely to stand, and there could be lower voter turnout.
99. The at large system is not the most effective system of representation for Napier. It is less effective than mixed and ward systems for representing communities of interest that are geographically distinct. Based on Napier's election history the at large system has provided less candidates and less diverse candidates which may create barriers to voter participation.

#### Option 2: Mixed

100. Key advantages include:

- This system provides residents with the ability to choose one or two Elected Members to represent their particular ward, and six Elected Members from across Napier. This accommodates communities of interest operating across Napier and in geographical areas.
- 41.3% of survey respondents preferred this system.

101. Key disadvantages include:

- ward representation under this system is limited to one or two Elected Members. In Napier's election history, often there are less candidates to choose from in ward seats, which had led to a seat being won unopposed. Although residents can choose seven or eight out of 12 candidates (which is more than in a ward system), they also get less or no choice for their actual ward Elected Members.
- There may be some difficulty for Elected Members and the public to understand how 'at large' Elected Members work. For example, do the public understand that they can engage at-large Elected Members on issues related to their ward.

### **Option 3: Ward**

102. Key advantages include:

- Clarity for the public on who they need to contact on representation matters<sup>17</sup>.
- Napier's election history suggests there is more likely to be a higher number of candidates and more diverse candidates standing which increases representation and voter participation.
- Communities of interest that are located within geographical locations are more closely represented.
- Most Councils across New Zealand use this system.

103. Key disadvantages include:

- Only 12% of survey respondents preferred the ward system.

### **Options for basis of election**

104. Based on the above analysis, the two effective options for the basis of election are:

- 1) to retain the mixed system
- 2) to move to a ward system.

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<sup>17</sup> Legislatively, all Elected Members declare to work in the best interests of the city as a whole, however in practice, it is likely that Ward Elected Members also particularly advocate for their constituents. Some Councils that have Elected Members 'at large', given portfolio responsibilities (sometimes geographically-based) so that they do act on behalf of a particular area, however this is not the same as direct accountability to particular constituents. Constituents from a particular area would not have the voting power (numbers) to remove an at-large Elected Member with a portfolio responsibility that has not acted in their best interests.

## What is the best Council size for Napier?

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

- Status Quo (12 Elected Members + Mayor)
- Decrease the number of Elected Members below 12
- Increase the number of Elected Members above 12.

### **Option 1: Retaining the status quo of 12 Elected Members + the Mayor**

106. The main considerations:

- Most survey respondents reported they are happy with the status quo (52%). Key reasons cited were that it is a good number, balanced, good for the city size, representative, and it works well.
- The status quo gives Napier a slightly higher representation of the public per elected member when compared with other city councils.

### **Option 2: Decreasing the number of Elected Members**

107. The main considerations:

- 26% of survey respondents reported they would prefer to decrease the number of Elected Members. Key reasons cited were: less cost, will do a better job, more accountability, and easier decision-making.
- Elected Members have both a governance and representation/advocacy role for the community.
  - If the role of Elected Members was solely governance, then a strong case could be made for decreasing the number substantially as many Boards in the private sector have small numbers of Board members and much larger budgets to govern.
  - However, given that a key point of difference is that they also have a role to represent their constituents, it is unlikely that decreasing the number of Elected Members would improve representation outcomes.
- As some survey respondents have commented, having less Elected Members could aid in increasing the accountability of each. This level of accountability may also be achieved through a ward system, where the public have a select number of Elected Members they hold directly responsible for representing their interests.
- There are unlikely to be any cost savings in decreasing the number of Elected Members<sup>18</sup>. However, the average wage of Elected Members would increase and this may in turn incentivise a broader range of candidates to stand.
- Decreasing the number of Elected Members to 11 or 10 would bring Napier in line with other city councils in terms of the average number of Elected

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<sup>18</sup> Refer to footnote 10, on page 20.

Members per person (other city councils typically have a minimum of 10 Elected Members, even though the minimum required in legislation is six).

- Napier is one of the smallest geographical areas for a city council and Elected Members are able to easily access their constituents and vice versa.

### **Option 3: Increase the number of Elected Members**

108. The main considerations:

- Only 6% of survey respondents reported they preferred to increase the number of Elected Members.
- An increase would bring Napier further away from the national average of Elected Members per population.

### **Options for Council Size**

109. Based on the analysis above, the two effective options are:

- 1) to reduce the number of Elected Members to 11 or 10, or
- 2) to retain the status quo of 12.

### **What type of wards would best represent communities of interest in Napier?**

110. The current ward system broadly fits with the communities of interest in Napier, and as such, there is no reason to depart from this structure.

111. In respect to the ward boundaries, some minor alterations could be made (set out below) however there is not a particularly high value proposition for these changes. Rather, Council could invest in making the ward structure more effective.<sup>19</sup>

112. Minor alterations that could be made include:

- Moving the suburb Pirimai fully into the Onekawa-Tamatea ward, and moving Marewa fully into Nelson Park ward. Currently Kennedy Road is used as a demarcation point between Onekawa-Tamatea and Nelson Park ward.
  - In the analysis, Pirimai trended closer to the results of other suburbs in the Onekawa-Tamatea ward, and Marewa to the results of other suburbs in Nelson Park ward. However, the distinction was minor and may not provide sufficient value to justify the change.
- Putting the Napier town centre in one ward, rather than splitting it across Nelson Park ward and Ahuriri ward and the suburbs of Bluff Hill, Hospital Hill and Nelson Park. Currently the ward boundary sits across one of the iconic Napier streets, Emerson Street, and Carlyle St. This is due to the mesh-blocks (which are a smaller grouping under wards).

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<sup>19</sup> Suggested improvements to Council processes are outlined in Section 5 on community boards.

- Given most retailers do not reside in their shops, and have other advocacy groups to represent them (such as business associations and the Chamber of Commerce), it is not necessary to have retailers in the Napier town centre located in one ward boundary.
113. Given 3/4 of survey respondents were able to name their ward it is appropriate to leave the ward boundaries as they stand, unless there is significant public interest to change. In addition, although there is some rationale for changing the names of the wards, it is recommended to leave them as they are, and to revisit this option in the next representation review.
114. The names of the current wards are:
- Taradale ward
    - This reflects the residents own identity with the area, and the centre of gravity of the ward being in Taradale (as opposed to in Napier central).
  - Ahuriri ward
    - This provides a useful geographical mid-way point between the suburbs represented.
  - Onekawa-Tamatea ward
    - This name is a bit misleading as the ward is made up of suburbs in Tamatea predominately, half of Pirimai, half of Marewa, and then some of Onekawa-West (very low population area), and Onekawa Central which has just over 1,000 residents, (whereas Nelson Park ward contains Onekawa South which has over 4,000 residents in it).
  - Nelson Park ward
    - It is unclear what the rationale was to select this name, other than that it provides a geographical reference to one of its suburbs. This ward generally encompasses suburbs referred to as 'Napier South' by residents in Napier.

## Section 4: What is fair representation for voters in Napier?

115. The purpose of this section is to 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% difference).

### Key points

116. The key points of Section 4 are:

- Fair representation of voters encompasses considering the total population-member ratio; and ensuring this ratio does not deviate more than +/-10% so that each voter has a relatively equal vote, unless there is good reason not to.
- In considering the above, fair representation in Napier also needs to consider:
  - Napier's current rate of Elected Members is high in comparison to other city councils and could be reduced to either 11 or 10.
  - A lower population-to-member ratio is likely to be particularly beneficial to residents in Nelson Park. Nelson Park Ward residents were the least engaged in democratic processes such as voting; had the lowest ward awareness in the pre-consultation survey, and contain the highest deprivation areas in Napier all of which can impact on the accessibility of residents to Council processes.
  - Having more than one candidate stand for a seat improves voter choice and representation for ward residents. Single-member wards have in Napier's history, led to members being elected unopposed. Not having more than one Elected Members in a ward can be problematic if the Elected Member stands on a single issue or advocates for one suburb rather than all suburbs in a ward. The risk of this happening is higher than in a multi-member ward.

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

117. The latest population estimates have been provided by Statistics New Zealand as at 30 June 2017<sup>20</sup>. Napier's population estimates and percentage of Elected Members per population are outlined in the table below. The mixed system with 12 Elected Members (status quo) is feasible and meets the +/-10% rule.

Table 7: *Napier's population estimates 2017*

ward	Population	Elected Members	Population-member ratio	Difference from quota	% Difference from quota
Ahuriri ward	10,200	1	10,200	-125	-1.21

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<sup>20</sup> Latest population statistics can be found on this link under Representation tables 2017 Estimates, <http://www.lgc.govt.nz/representations-reviews/about-representation-reviews/>

Onekawa-Tamatea ward	10,400	1	10,400	75	0.73
Nelson Park ward	18,750	2	9,375	-950	-9.20
Taradale ward	22,600	2	11,300	975	9.44
<i>Sub total</i>	<i>61,950</i>	<i>6</i>	<i>10,325</i>		
At large	61,950	6	10,325		
<b>Total</b>	<b>61,950</b>	<b>12</b>	<b>5,163</b>		

### What at large configurations are fair and feasible?

118. For the at large system, retaining the status quo or decreasing the number of Elected Members to 10 is feasible and fair in terms of the population-to-member ratio.

Table 8: *Population-to-member ratio: At large system*

Population	Elected Members	Population-member ratio
61,950	12	5,163
	11	5,632
	10	6,195

### What ward configurations and number of Elected Members are fair and feasible?

119. The following ward configurations are deemed feasible and/or fair.

#### Ward system

Option one: Utilising the existing ward structure, no single-member wards, 12 councillors (status quo). This option is deemed the fairest.

*This option has the benefit of having more Elected Members per population for the Nelson Park ward. This ward scored lowest on democratic participation indicators, such as voter turnout, and contains the highest deprivation areas in Napier.*

Table 9: *Population-to-member ratio: Ward system*

ward	Population	Elected Members	Population-member ratio	Difference from quota	% Difference from quota
Ahuriri ward	10,200	2	5,100	-63	-1.21
Onekawa-Tamatea ward	10,400	2	5,200	38	0.73

Nelson Park ward	18,750	4	4,688	-475	-9.20
Taradale ward	22,600	4	5,650	488	9.44
<b>Total</b>	<b>61,950</b>	<b>12</b>	5,163		

Option two: Utilising the existing ward structure, no single-member wards, reduction of Elected Members to 11. This option is feasible but is not assessed as fair. Therefore it is not recommended.

*This option has the benefit of reducing the number of Elected Members to 11, however the population-member ratio for Nelson Park rates much higher than other wards, which is not considered beneficial to those residents. This ratio also exceeds the 10% rule without any reason to depart from the ratio.*

Table 10: Population-to-member ratio: Mixed system

ward	Population	Elected Members	Population-member ratio	Difference from quota	% Difference from quota
Ahuriri ward	10,200	2	5,100	-532	-9.44
Onekawa-Tamatea ward	10,400	2	5,200	-432	-7.67
Nelson Park ward	18,750	3	6,250	618	10.98
Taradale ward	22,600	4	5,650	18	0.32
<b>Total</b>	<b>61,950</b>	<b>11</b>	5,632		

### Mixed system

Option One: Retaining the status quo of ward structure and number of councillors is assessed as feasible (refer to page 40).

*Single-member wards remain which is not ideal for ensuring residents have more than one candidate to select from. Not having multiple candidates stand could be further problematic if the candidates are standing on a single issue or advocating for one suburb rather than all suburbs in a ward.*

Option Two: Utilising the existing ward structure, retaining the same number of ward councillors, but reducing the number of Elected Members elected At Large to five, four, or three, which reduces the number of total Elected Members.

*This option does not affect the population-member ratios for the wards; however single-member wards remain which is not ideal for ensuring residents have more than one candidate to select from.*

Option Three: No single member wards. Reduction of total number of Members by reducing 'At Large' members to one.

*This cannot be achieved for either the status quo of 12 or a reduction in numbers of Elected Members without fully removing the 'At Large' Elected Members. The option closest to being feasible would be to reduce the number of Elected Members to 11; however, this would require the approval of the Local Government Commission as it places Nelson Park ward over the 10% ratio. Nelson Park would have a higher population-to-member ratio than the rest of Napier, which is not fair for those residents.*

*Table 11: Population-to-member ratio: Mixed system, no single-member wards*

ward	Population	Elected Members	Population-member ratio	Difference from quota	% Difference from quota
Ahuriri ward	10,200	2	5,100	-532	-9.44
Onekawa-Tamatea ward	10,400	2	5,200	-432	-7.67
Nelson Park ward	18,750	3	6,250	618	10.98
Taradale ward	22,600	4	5,650	18	0.32
<b>Sub-total</b>	<b>61,950</b>	11	5,632		
<b>At large</b>	<b>61,950</b>	1	61,950		
<b>Total</b>	<b>61,950</b>	12	5,163		

120. The following ward configurations are not feasible for each system:

*Ward system*

- Utilising the existing ward structure, no single-member wards, and reduction of Elected Members to 10.

*Mixed system*

- Removing single member wards, and retaining the status quo of Elected Members, or decreasing the number of Elected Members to 10.

## **Options for representation**

121. Based on the analysis above, the two options are:

Option One: Retain the mixed system with the current ward configuration and number of Elected Members per wards, and reduce the number of at large Elected Members to bring the total number to 10 or 11.

Option Two: Move to a ward only system based on the current ward configuration: Ahuriri ward (2 seats), Onekawa-Tamatea ward (2 seats), Nelson Park ward (4 seats), Taradale ward (4 seats).

## Section 5: Do we need community boards in Napier?

122. The purpose of this section is to outline whether there is a need to establish a community board/s in Napier, in particular, in Bayview and Maraenui.
1. To consider the results of public surveys, in particular the second public survey, which focused on community boards in Bayview and Maraenui.
  2. To assess whether community boards would meet the criteria as outlined in the Guidelines 2017.

### Key points

123. The key points of Section 5 are:
- Bayview and Maraenui are sufficiently distinct communities of interest for a community board.
  - Survey respondents have not indicated a strong preference to establish community boards in Napier, and even less willingness to pay for it.
  - A community board is only one way to promote good local government. What survey respondents told us they are looking to achieve from a community board, could also be achieved through improvements in existing mechanisms. In particular, a ward system would provide the types of improvements in Council to community connection that respondents are looking for.

### Why consider community boards in Maraenui and/or Bayview?

124. The first survey in 2017 showed 30% of respondents wished to establish community boards in Napier<sup>21</sup>.
125. Of the 30% who wanted community boards, the following suburbs were identified:
- Maraenui (40%)
  - Ahuriri (28%)
  - Bayview (24%)
126. Analysis of communities of interest in Section 2 showed Bayview and Maraenui to be distinct communities of interest. Based on the survey results and the analysis in Section 2, further consideration was given to whether community boards in Maraenui and Bayview in particular would enable fair and effective representation in these areas.
127. A second survey of Napier residents was undertaken in January/February 2018, specifically on engagement with Council and the option to establish community

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<sup>21</sup> Of note, this percentage of people is less than in previous years (2011 and 2009) where, approximately 45% of people surveyed wanted community boards.

boards in Maraenui and Bayview. 299 responses were received from all Napier residents, of which, 9% percent of respondents were from residents in Maraenui and 10% percent of respondents from residents in Bayview<sup>22</sup>.

128. The purpose of the second survey was to ascertain Napier residents', and residents in Maraenui and Bayview, views about community boards, in particular:
- Respondents' knowledge and use of existing mechanisms to engage Council and influence decision-making. This was to assist in determining whether the existing mechanisms are sufficient to enable fair and effective representation.
  - the value of a community board. What a community board could do for Bayview and/or Maraenui.
  - whether respondents support establishing a community board in Bayview and/or Maraenui given the costs involved.

### Are current mechanisms to engage Council and influence decision-making in Napier working?

129. Across all residents who responded, over 70% were aware of each of the current ways in which Napier residents could engage with Council and influence decision-making which included:

- contact a Elected Member to lobby Council on their behalf (83%)
- provide opinion to Council at any time by contacting staff by phone, letter or online (82%)
- attend local Council-run meetings in their area (76%)
- make submissions on Council projects/plans (eg, through Say It Napier) (74%)
- attend the public forum at all Council meetings, where they can raise issues directly with Elected Members (73%)
- participate in meetings of community-led organisations. (71%)

130. Just under half of respondents (45%) identified ways that the existing mechanisms could be improved. Feedback on ways that Council could better engage with the community, or build awareness of existing options for Napier residents, included:

- more accessible meetings and meeting times, and wider promotion and notification of these (29 responses)
- more promotion of all the options for influencing decision making so people are better aware of them (17 responses)
- greater visibility of Elected Members and Council in the community, and for Elected Members to listen more to residents (16 responses)
- providing more information to the community on projects and activities Council is proposing or planning to do (15 responses)

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<sup>22</sup> There were 27 responses from residents in Maraenui and 31 responses from residents in Bayview. These responses are indicative of views held within these communities, but not statistically representative.

- providing information on Council matters through a variety of channels (e.g. social media, newspapers) to ensure wider access to this (13 responses).
131. Almost 20% of respondents did not think the existing mechanisms needed to be improved. Reasons provided by respondents included:
- there is already a good variety of ways and opportunities to contact Council (18 responses)
  - the current system works well (13 responses)
  - there is little point as Elected Members do not listen to suggestions and have already made their decisions (9 responses)
  - there is no need to add another layer of communication as this may a) slow things down and b) cost more (4 responses).

### **Maraenui resident responses**

132. In comparison to the responses from general residents, key points of difference of the responses of Maraenui residents included:
- Slightly lower percentage of respondents were aware of all of the ways they may currently influence Council decision-making.
  - A higher percentage were aware of their ability to participate in meetings of community-led organisations (74%), but considerably less were aware of their ability to speak directly to Council at a public forum (63%) or to make submissions on Council projects and plans (67%).
  - For those who provided feedback on improvements that could be made to the existing ways of influencing Council decision-making, the focus was strongly on increased visibility of all Elected Members in their community; respondents suggested making direct contact with residents, talking, listening, and acting on the feedback provided.
  - Community meetings were seen as a good opportunity to engage directly with residents.
  - There was also a perception that decisions were already made by Council prior to consultation, that real discussion on matters is needed and not just a process that “ticks boxes”.

### **Bayview resident responses**

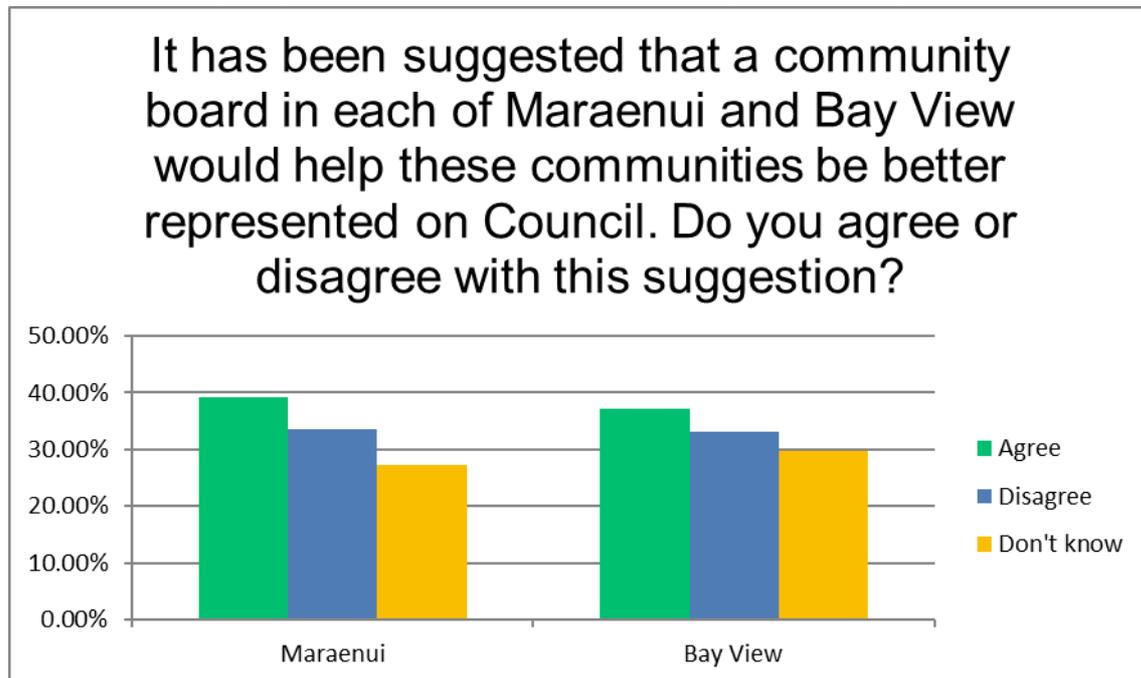
133. In comparison to the responses from general residents, key points of difference of the responses of Bayview residents included:
- Just under 67% of responses in Bayview were aware of each of the current options available for engaging with Council.
  - Respondents were slightly more aware that they can make submissions to Council, but were less aware of the meeting related options available to them – attending a public forum (68%), a community led meeting (68%) or a Council led meeting in the area (58%).

- Awareness of a Council led meeting in the area was considerably lower than the general group of respondents, suggesting either that there are less Council-led meetings in the area or that notification of the meetings that do take place needs to be approached differently.
- Over two thirds of the Bayview respondents felt there could be improvements in the options currently available for engaging with Council.
- Suggestions made on improvements were particularly focussed on ensuring people knew what the options were, interacting with the public through a variety of channels and making the process of engaging with Council simpler and less bureaucratic.

**What value would a community board have for residents in Maraenui and Bayview?**

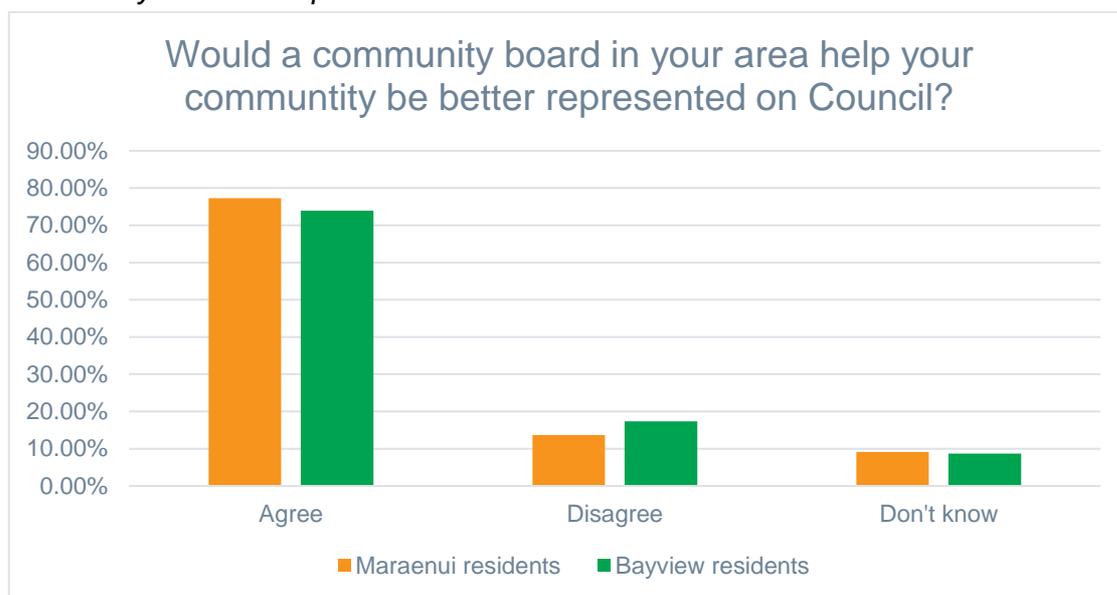
134. The survey respondents were split in their views as to whether establishing community boards in Bayview and/or Maraenui would improve representation of these communities on Council. Slightly more respondents believe Boards in both areas would be good (Bayview 37%, Maraenui 39%), compared to a smaller percentage who disagreed (Bayview 33%, Maraenui 34%) or didn't know (Bayview 30%, Maraenui 27%).

Chart 10: Survey respondents' feedback on establishing a community board



135. In comparison, when considering only responses from those who are resident in either Maraenui or Bayview, there was a distinct preference shown for each.

Chart 11: Survey respondents' feedback on whether a community board would help their community be better represented on Council



### What value do Napier residents think a community board could add?

136. Key reasons given by all survey respondents supporting community boards in Maraenui and Bayview included:

- Maraenui and Bayview are distinct communities with particular needs and/or challenges that need more specific or better representation than they are receiving currently.
- When considering what makes each community most distinct, the comments focussed on the lower social economic demographic of Maraenui and the relative isolation of Bayview from the rest of Napier (34 responses). A number of these respondents believed Maraenui in particular would benefit from a community board but were less concerned about the specific need of Bayview to be represented in this way (12 responses).
- Communication was also seen as an important reason for community boards to be established, with respondents viewing community boards as being likely to:
  - improve communication between Council and the communities (14 responses),
  - give a voice to those who may not usually participate in Council processes (11 responses), and
  - better convey the needs and interests of the community to Council by virtue of having greater local knowledge and investment (9 responses).

137. Key reasons given by all survey respondents not in support of community boards in Maraenui and Bayview included:

- the current system seems to work well – there are a variety of options for engaging with Council and there are enough Elected Members already (47 responses).
- community boards in general are unnecessary because:
  - the existing Elected Members need to be informed about the city as a whole, and engage with the community better than they are (9 responses), with a particular emphasis on face to face meetings.
  - nothing would change or they may not work (14 responses); this group of respondents included a few who felt that Council would not listen to Board members and pursue predetermined positions regardless of community feedback.
- all suburbs should be treated equally and ‘special treatment’ was not required for either of the two proposed locations (22 responses).
- cost was cited as a concern for some (11 responses).

### **What value do Maraenui residents think a community board could add?**

138. Maraenui resident respondents reported favourably on the ward system, and reported they saw community boards as either: 1) an extension of the ward system, or 2) unnecessary as the ward system is adequate, but the ward system needs to be better used.
139. Maraenui resident respondents in support of a community board noted:
- Maraenui is under-represented, even neglected in many ways by the main body of council. While the ward Elected Members were viewed very positively, a sense of the current representatives “struggling against the odds” was expressed.
  - A community board would add the following to the existing ward system:
    - improve information sharing with the community, recognise the distinct identity of the suburb and help demonstrate to residents that they can “have a say”.
    - ensure that a wide range of people were given a voice and that the community felt involved in decisions affecting them.
140. Maraenui resident respondents not in support of a community board noted:
- representation by the ward Elected Members is adequate and there was opportunity for the community to make greater use of the existing systems, for example by approaching the existing Elected Members more.

### **What value do Bayview residents think a community board could add?**

141. Bayview resident respondents in support of a community board noted:
- the distinct needs and challenges for the community are currently overlooked, and “forgotten about” even though it is an area of Napier that is growing.
  - a community board would add the following:

- community board members would have better local knowledge and be more aware of local issues, and
- it would be advantageous to have people in Council whose role was specifically to advocate for their community and convey their interests.

142. Bayview resident respondents not in support of a community board noted:

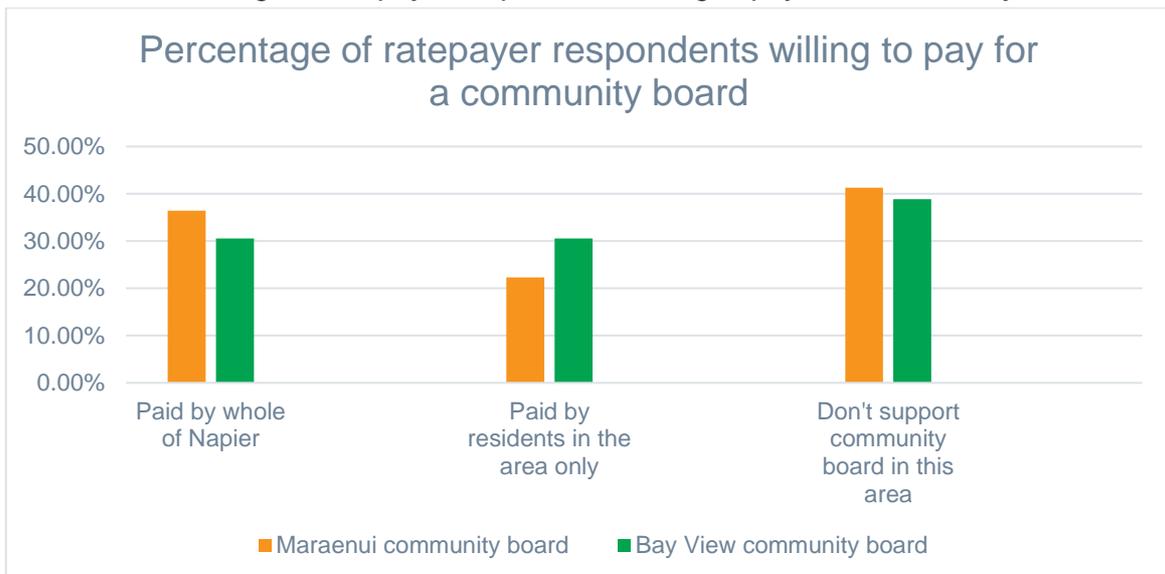
- a community board would be costly to run and maintain, and would be a “waste of time”.
- there are already ample opportunities to connect with Council and more bureaucracy is not required.
- Existing Elected Members should engage with them better and that specifically the Ahuriri ward Elected Member should represent them at Council.

### Are ratepayers willing to pay for a community board in Maraenui and Bayview?

143. When considering whether community boards would be a useful augmentation to the governance structures of Napier City Council, costs and the funding of those costs do need to be considered. Community board memberships are paid roles and the Boards require administration and governance support and advice, so staff time and costs are also a factor.

144. When asked about funding the additional costs that community boards would create, general ratepayer respondents had a preference not to pay for them or have the community in the area pay for them. In particular, the residents in Bayview to pay for a community board in their area.

Chart 12: *Percentage of ratepayer respondents willing to pay for a community board*

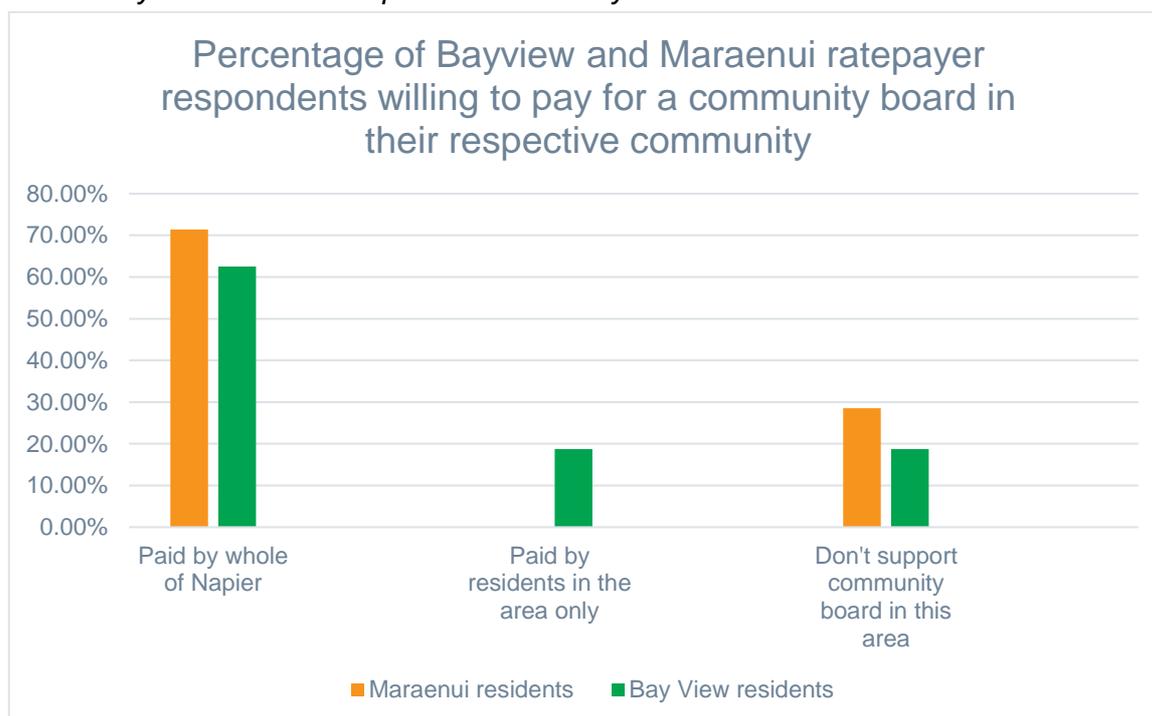


145. Of those who chose to comment further on possible funding of community boards, the greatest proportion of feedback came from those who did not support the establishment of Boards. The primary reasons given included:
- the existing Elected Members should be more engaged in the community and represent all interests better, making community boards redundant as a concept (19 responses)
  - costs simply were not warranted (14 responses).
  - two locales in question were not distinct enough from the rest of Napier to require a community board (3 responses)
  - the suggestion that Council move to a fully ward-based system instead (3 responses).
146. Of those who provided further comments and who supported Boards, the primary reasons given included:
- The residents of the area should pay for their Board, without specifying why (5 responses).
  - One respondent proposed that the specific communities pay the greater proportion of the costs for their Board, with the remainder to be covered by general rates.
  - Those who supported the idea of Boards being paid for by the whole of Napier believed that ultimately what benefits part of the city benefits all of it (4 responses).

**Are ratepayers in Maraenui and Bayview willing to pay for a community board in their area?**

147. Both Bayview and Maraenui ratepayer respondents prefer that a community board is spread across ratepayers in Napier. Approximately 20% of Bayview ratepayer respondents are willing to pay for a community board, whereas no ratepayer respondents in Maraenui were willing to pay. If the residents themselves are to pay, particularly in Maraenui, this decreases the percentage who are willing to support a community board.
148. Further comments on the topic of funding from Maraenui ratepayer respondents included that the money would be better spent in Maraenui in other ways, such as making roads safer, improving street lighting and planting.
149. Further comments on the topic of funding from Bayview ratepayer respondents suggest that most residents supporting Boards would expect Board members to act in a voluntary capacity. Those who did not support Boards felt that the existing Elected Members should engage with the two communities more, and noted that two representatives (for the ward) would be good.

Chart 13: *Percentage of Bayview and Maraenui ratepayer respondents willing to pay for a community board in their respective community*



### Should we establish community boards in Napier?

150. Drawing on the criteria outlined in the Guidelines 2017 as headings below, and reflecting on the analysis and public feedback on community boards, the following key points are made:

#### **Will the community board contain a sufficiently distinct community of interest or sufficiently distinct communities of interest?**

- The analysis and public feedback support both Bayview and Maraenui as separate areas that contain a sufficiently distinct community of interest. Of note, although Bayview is considered isolated by survey respondents, it is not assessed as isolated (refer comments below on Napier’s geographical land area).

#### **Will the proposal promote good local government of the parent district (i.e. Napier) and the community area concerned (Bayview/Maraenui)?**

- A community board is one way to promote good local government between Napier and Bayview and Maraenui residents.
- Community boards may lead to better representation through dedicated representatives for the community; improved communication between Council and the community due to an increased exposure of the needs and wants of the residents with the anticipation of improved services; and provide an opportunity for those who may not otherwise participate to have a voice in a less formal setting.

- However, existing systems can also be used and improved. Napier residents have a good grasp on options available to them to participate with and influence Council decision-making. Improvements have been suggested by residents, and Council should consider these.
- Napier is also geographically very small, and as such distance is not a barrier to access to Elected Members and Napier residents and vice-versa.
- In comparison to other city councils, the majority of city councils do not have community boards unless they have a very large land mass or a particular community which is relatively isolated from the rest of the community. Napier also has a higher population-member ratio than most councils.

**Will Napier and the communities (Maraenui/Bayview) have the resources necessary to enable them to carry out their respective responsibilities, duties and powers?**

- There is currently not a strong preference to establish community boards in Napier, and even less appetite by ratepayers to pay for it.

**Would the communities in Bayview and Maraenui get more effective and efficient governance performance from a community board than they would otherwise receive?**

- It is arguable that a full ward system with actively engaged Elected Members would provide the types of improvements in Council/ community connection that respondents are looking for, while also recognising the feedback of those that did not support community boards:
  - that there are already enough Elected Members and ways to engage these need to be utilised better,
  - that all areas of the city should be represented equally at Council, and
  - that Boards would cost too much.
  - It is also worth noting that ward Elected Members 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.

**Options for representation**

151. Based on the analysis above, the options are:

- Option One: Do not establish community boards in Napier. (Preferred option).
- Option Two: Establish a community board in Bayview.
- Option Three: Establish a community board in Maraenui.
- Option Four: Establish a community board in Bayview and Maraenui.

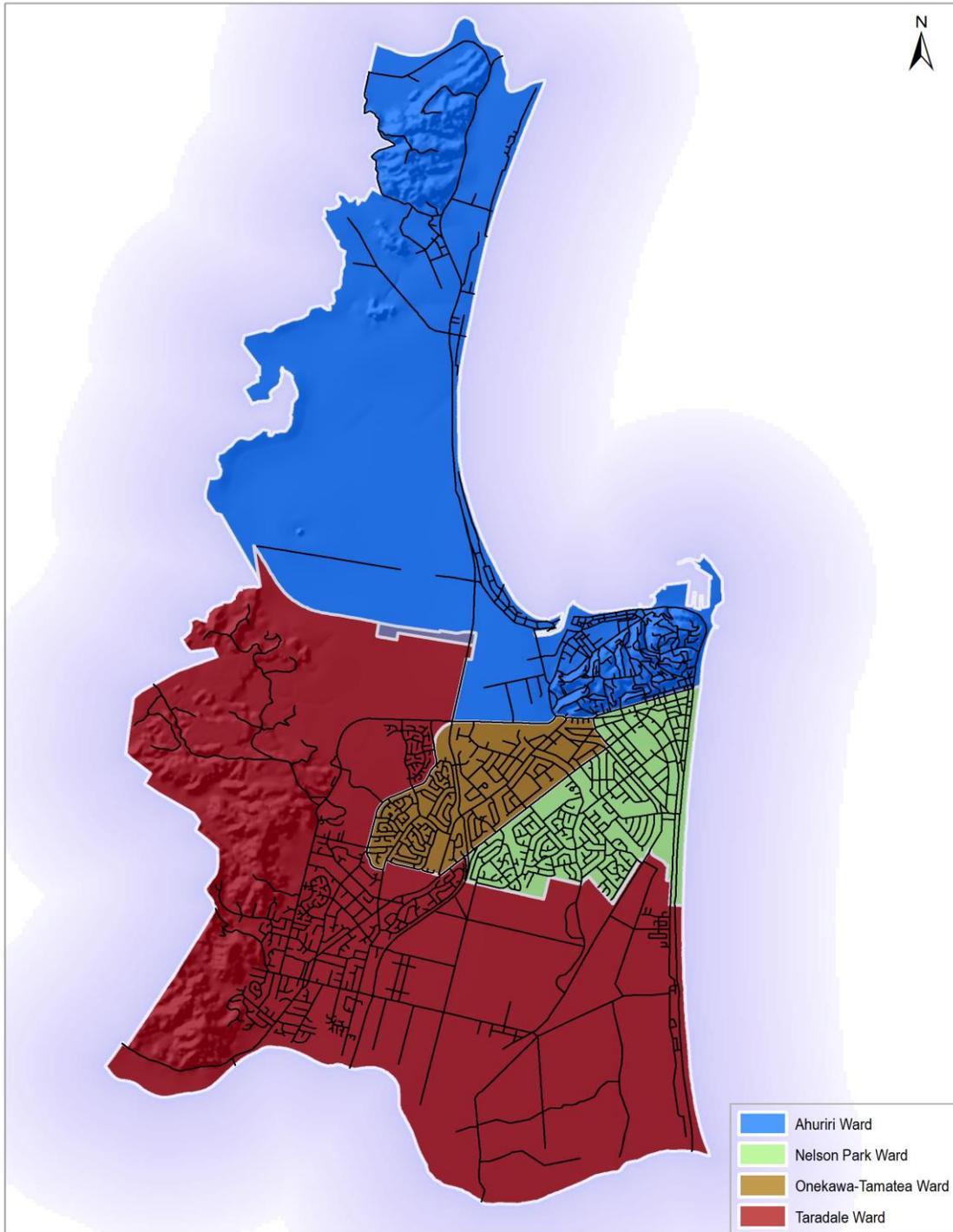
152. Regardless of the option selected above, it is recommended that:

- Council consider feedback provided by survey respondents on how to improve public accessibility to governance processes and the Council to community connection.
- Public is surveyed prior to the next representation review to assess how they feel they are being represented by their Elected Members, in particular, the Elected Members representing their specific suburb, and any other improvements made to existing mechanisms.

# APPENDICES

## Appendix 1 – Ward map

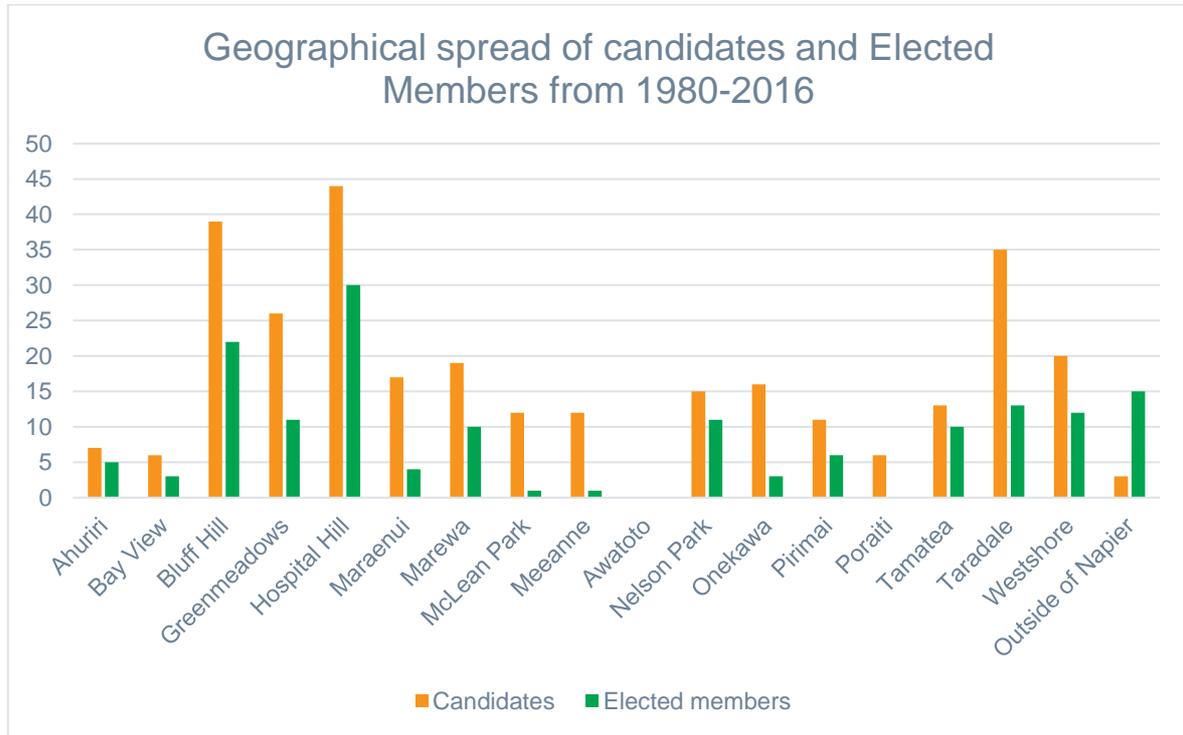
Napier City's current ward boundaries are shown here:



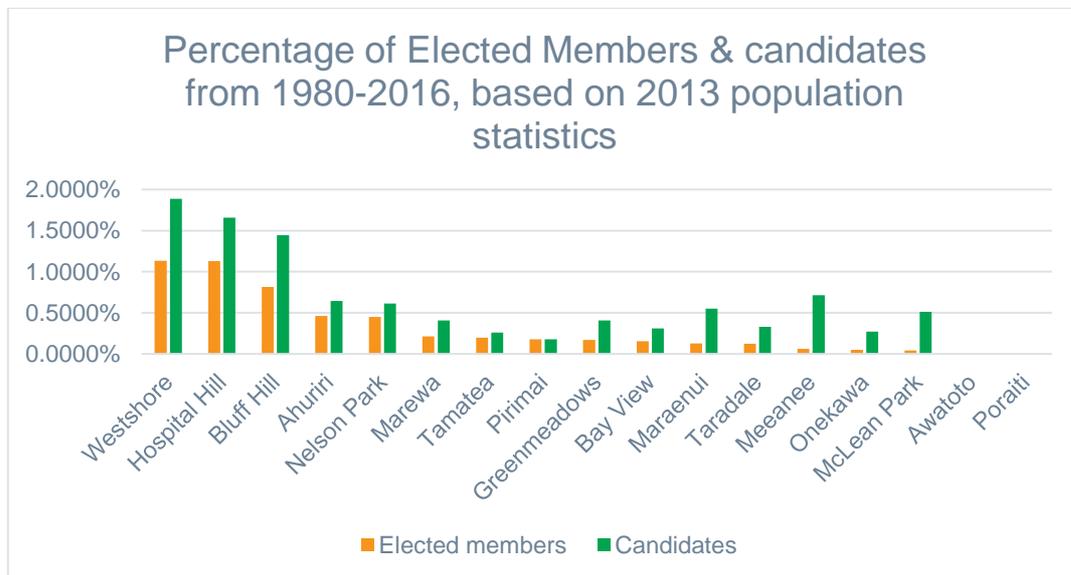
Napier City Council Wards

**Appendix 2 – Geographical spread of candidates and Elected Members**

**Chart 14: Geographical spread of candidates and Elected Members from 1980-2016**



**Chart 15: Percentage of Elected Members and candidates from 1980-2016, based on 2013 population statistics**



The following charts shows the geographical spread of Elected Members and candidates in terms of the basis of election.

**Chart 16: Geographical spread of Elected Members by basis of election**

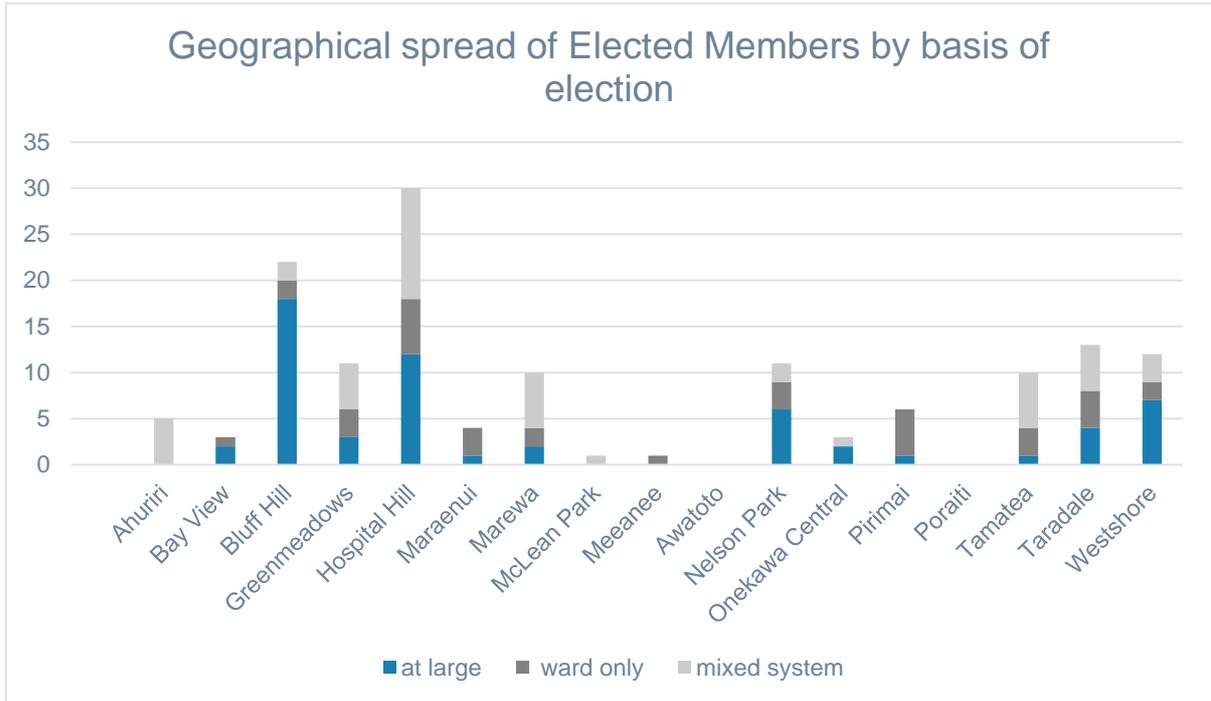
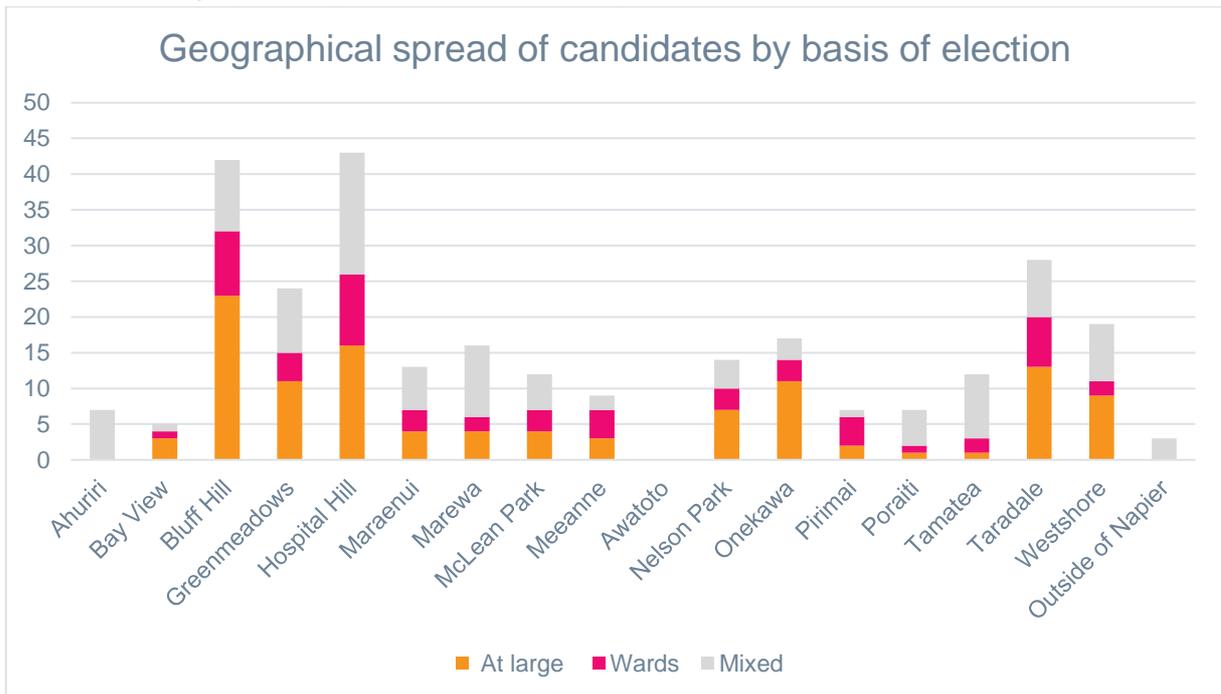


Chart 17: Geographical spread of candidates by basis of election



## Appendix 3 – List of indicators used to determine a community of interest

### Land: distinctive physical and topographical features

- Land area
- Land use
- Population density

### Economic and social activities and Demographics

- Sources of income: Wages, salary, commissions, bonuses; Self-employment or business; Interest, dividends, rent, other investments; Payments from a work accident insurer; NZ superannuation or veterans pension; other super, pensions, annuities; Sickness benefit; Unemployment benefit; Domestic purposes benefit; Invalids benefit; Student allowance; Other govt benefits, payments or pension; Other sources of income; No source of income during that time.
- Employment occupation: Professionals; Managers; Labourers; Technicians and Trade workers; Clerical and admin workers; community & personal service workers; sale workers; machinery operators and drivers.
- Employment type: Full-time, part-time, unemployed, paid employee, unpaid family worker, self-employed and without employees, and employer.
- Industry: Agriculture, forestry and fishing; Mining; Manufacturing; Electricity, gas, water and waste services; Construction; Wholesale trade; Retail trade; Accommodation and food services; Transport, postal and warehousing; Information media and telecommunications; Financial and insurance services; Rental, hiring and real estate services; Professional scientific and technical services.
- Household income: 0-33K, 33K-63.9K, 64K-109K, 109K+.
- Unpaid activities: No activities, household work, looking after a child who is a household member, looking after a child who is not a household member, looking after a person who is ill or with a disability, voluntary work through an organisation, looking after ill or disabled household member
- Religious affiliation: religious, or non-religious. Christian, Buddhist, Hindu, Muslim, Jewish, spiritualism and new age, and Sikh.
- Deprivation index: New Zealand average rating is 995, Napier's rating is 1,016. (The higher the number the more deprivation exists).  
<https://profile.idnz.co.nz/napier/deprivation-index?WebID=200>
- Education qualifications: School qualification, post school (excluding university), no qualification, not stated/included, bachelor degree, higher degree.
- Population number
- Ethnic Characteristics: European; Maori; Asian; Pacific peoples; Middle Eastern/Latin American/African
- The rohe or takia of local iwi and hapu: Ngati Kahungunu
- Housing tenure: Mortgage; fully owned; renting; renting social housing; renting private; renting unknown sector.
- Family types: Couples with children; one parent families; couples without children
- Household size: 1 person; 2 persons; 3 persons; 4 persons; 5 persons; 6 or more persons.
- Car ownership; no vehicle; 1 vehicle; 2 vehicles; 3 or more vehicles.
- Pacific Population: Samoan; Cook Islands Maori; Tonga; Fijian; Niuean; Other Pacific people

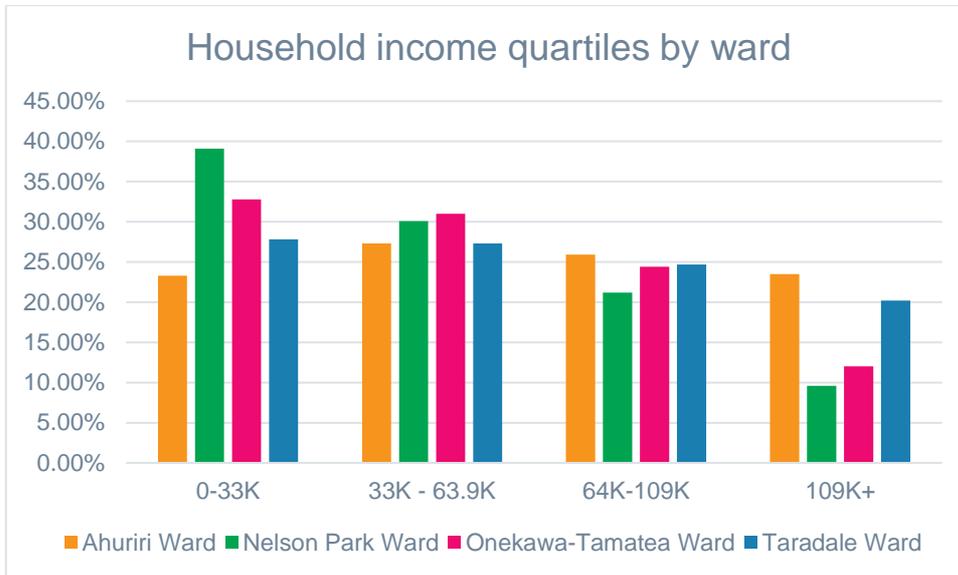
- Distinct local history of the area
- Age structure – service age groups: Babies and pre-schoolers (0-4); Primary schoolers (5-11); Secondary schoolers (12-17); Tertiary education and independence (18-24); Young workforce (25-34); Parents and homebuilders (35-49); Older workers and pre-retirees (50-59); Empty nesters and retirees (60-69); Seniors (70-84); Elderly (85 and over).

**Dependence on shared services and facilities:**

- Major Features
- Shared facilities
- Retail outlets
- Council services and rating framework
- Schools
- Community organisations
- Transport links (means of transport): Drove a private car, truck or van; drove a company car, truck or van; worked at home; walked or jogged; passenger in a car, truck, van or company bus; bicycle; public bus; motor cycle or power cycle
- Communication links (access to Communications): Access to telecommunication systems; no access to telecommunication systems; access to a cellphone/mobile; access to a telephone; access to the internet.

**Appendix 4 – Communities of interest by the current ward structure**

**Chart 18: Household income quartiles by ward**



**Chart 19: Occupation by ward**

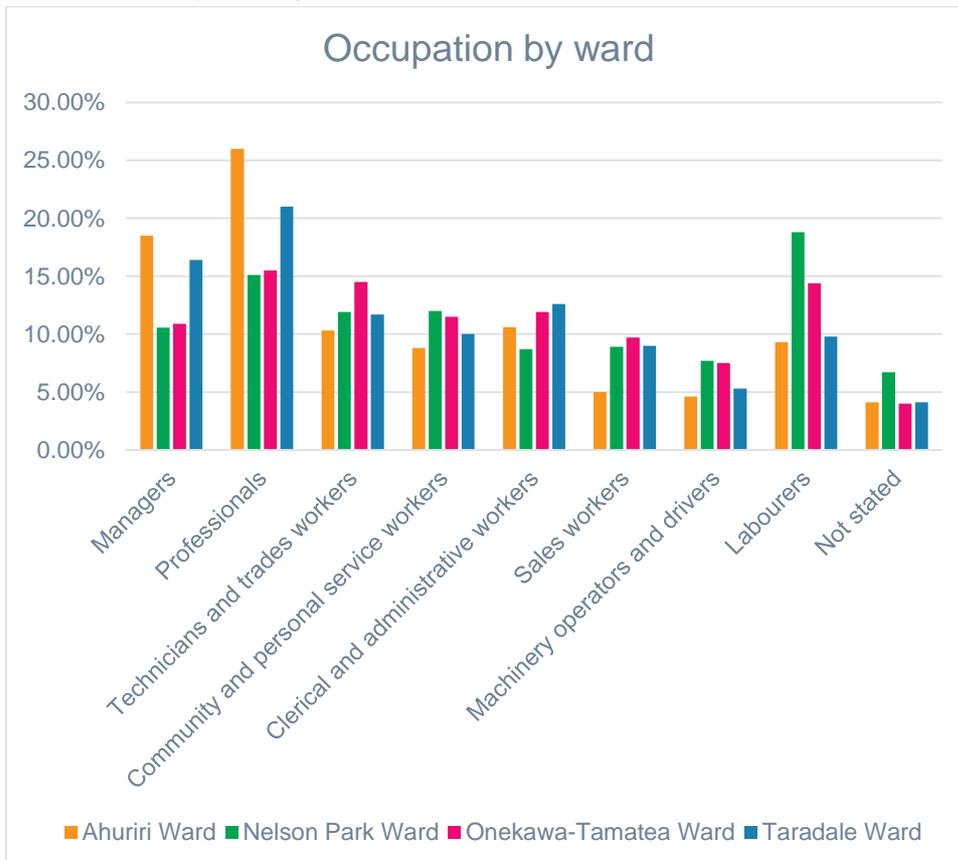


Chart 20: Employment status by ward

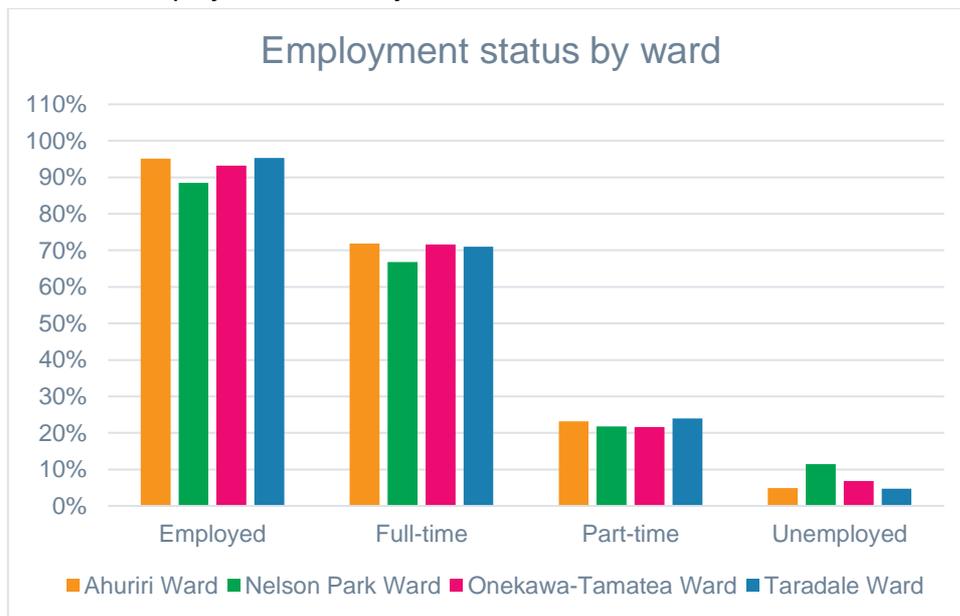


Chart 21: Unpaid activities by ward

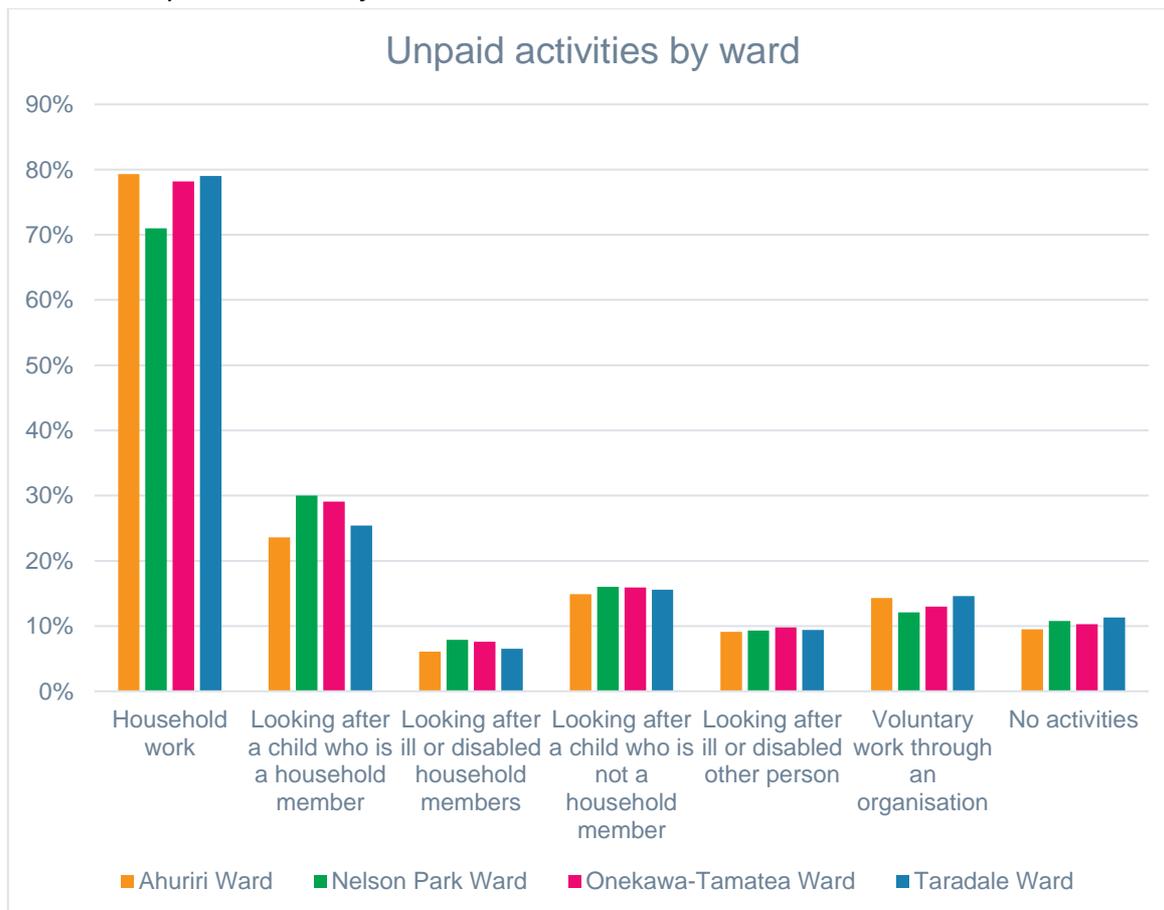


Chart 21: Industry by ward

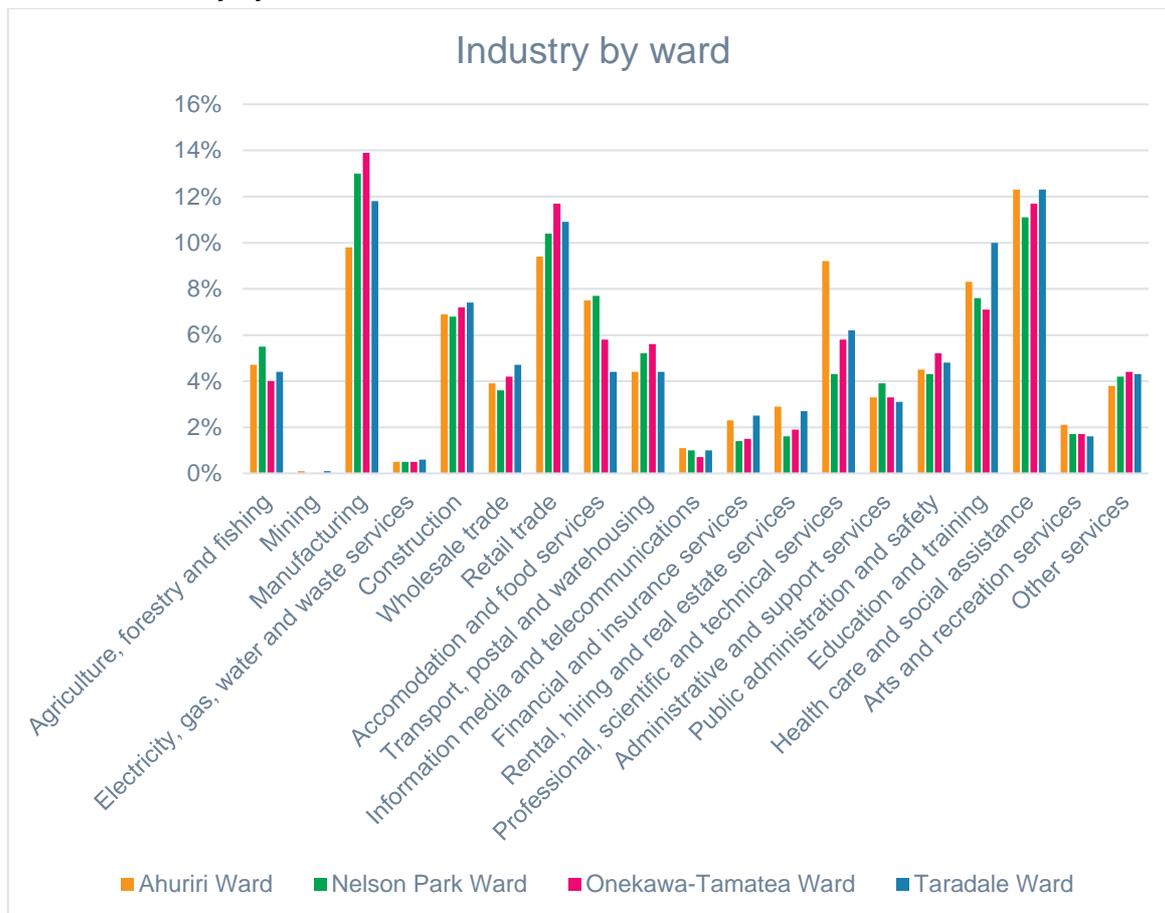


Chart 22: Household income quartiles by ward

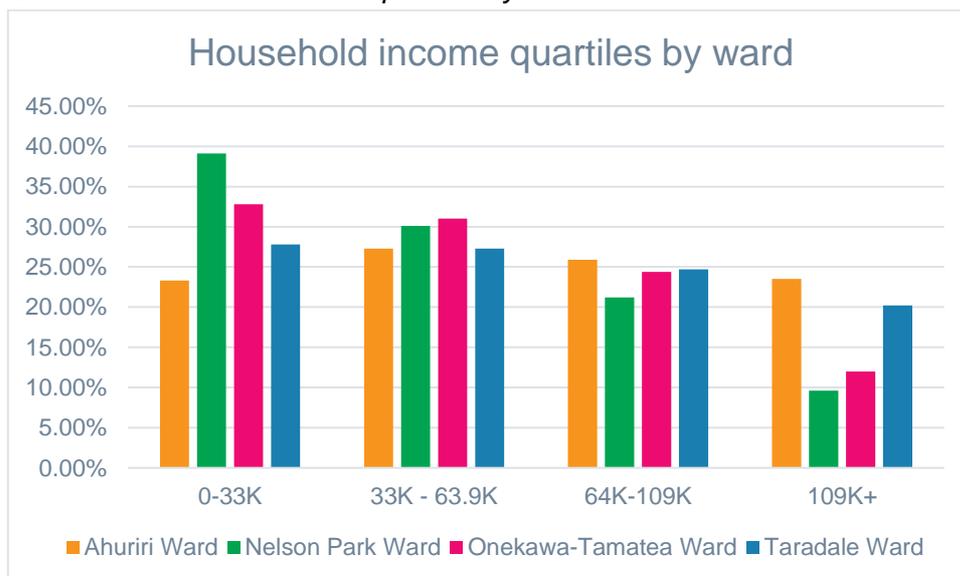


Chart 23: Education qualifications by ward

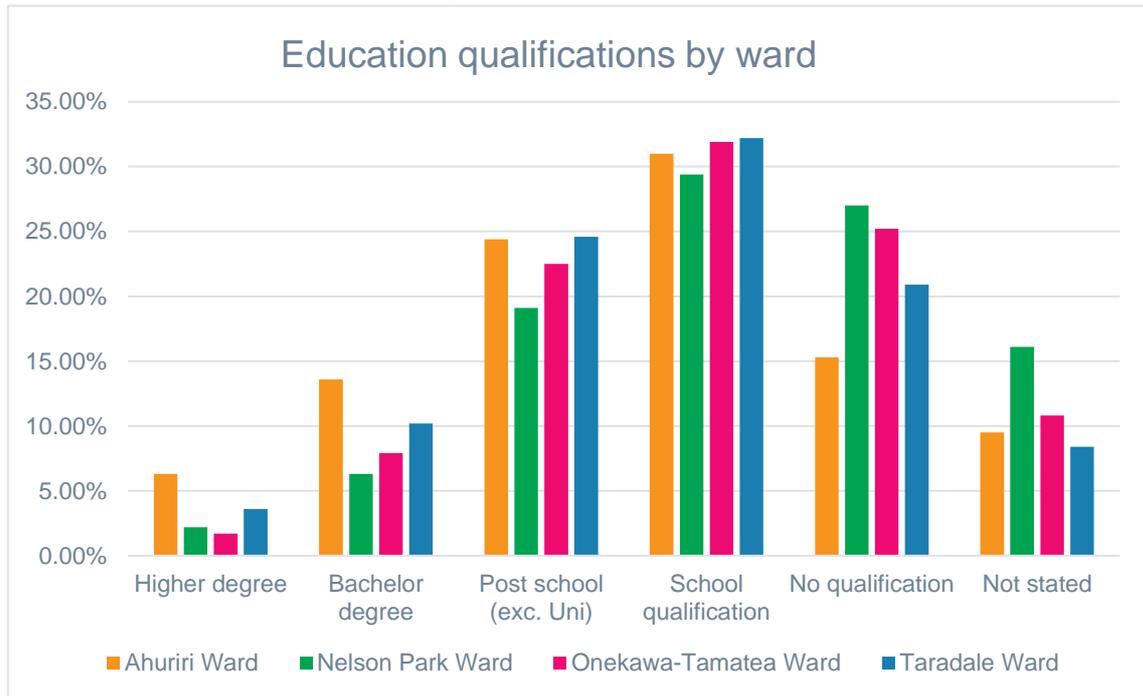


Chart 24: Ethnicity by ward

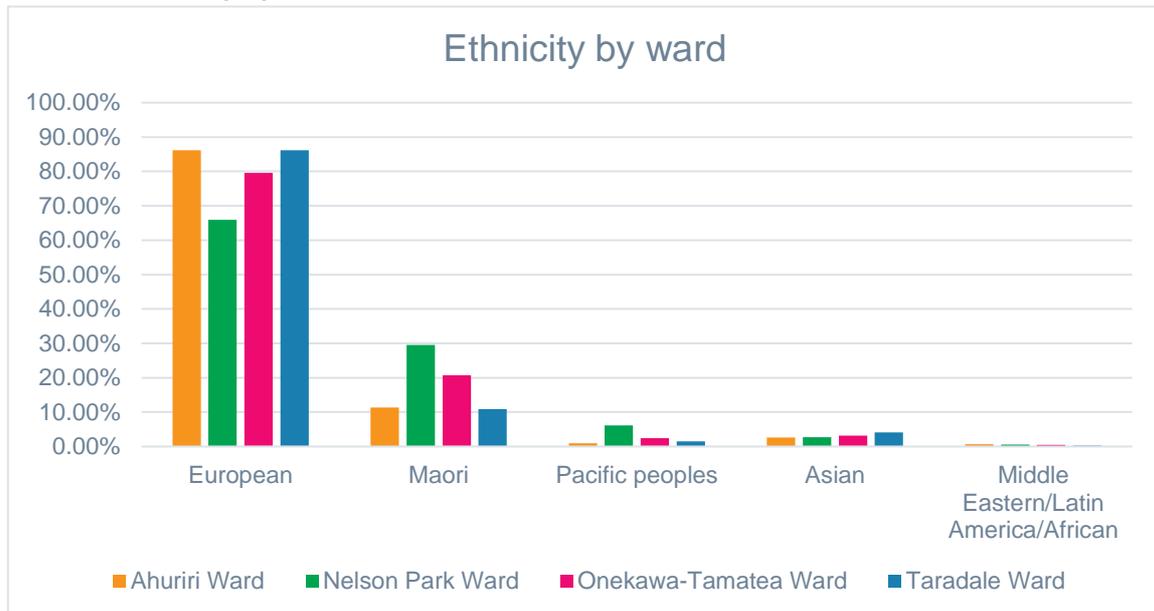


Chart 25: Age structure – service age groups by ward

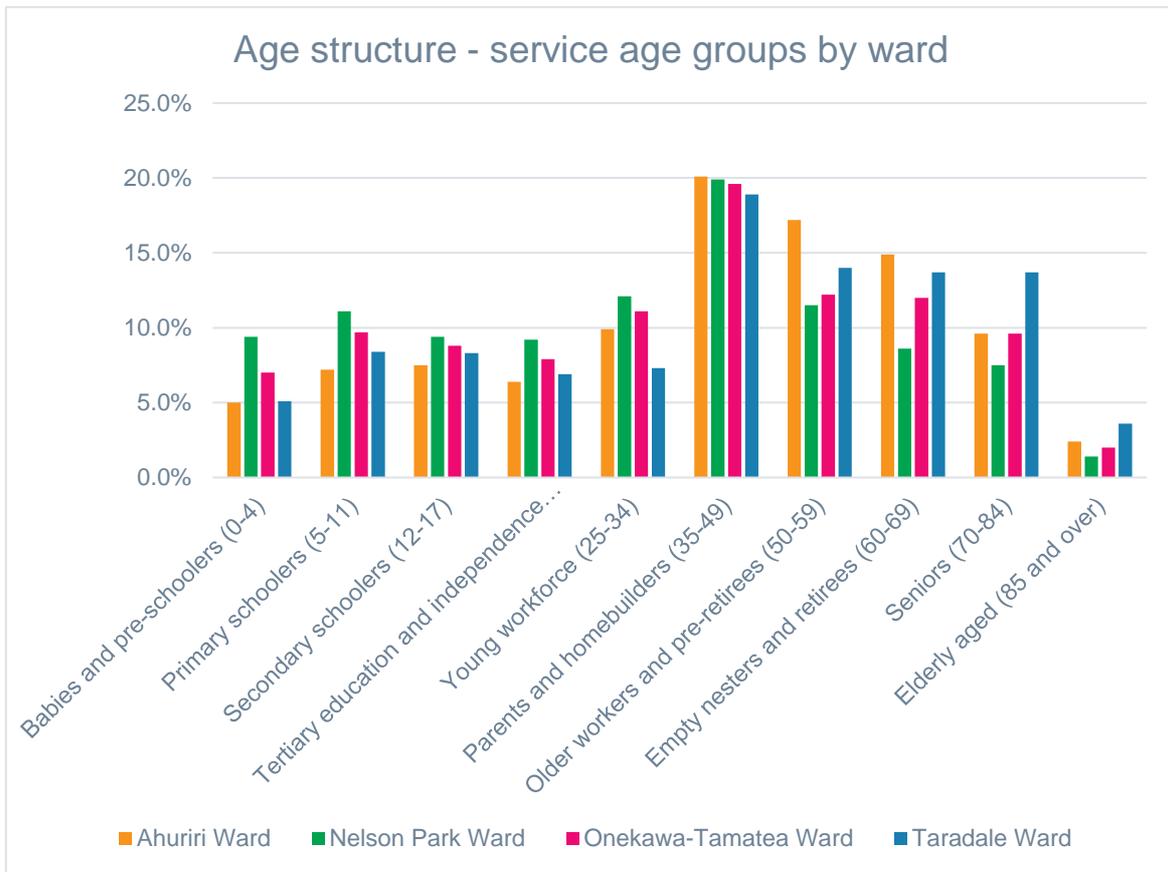


Chart 26: Religiosity by ward

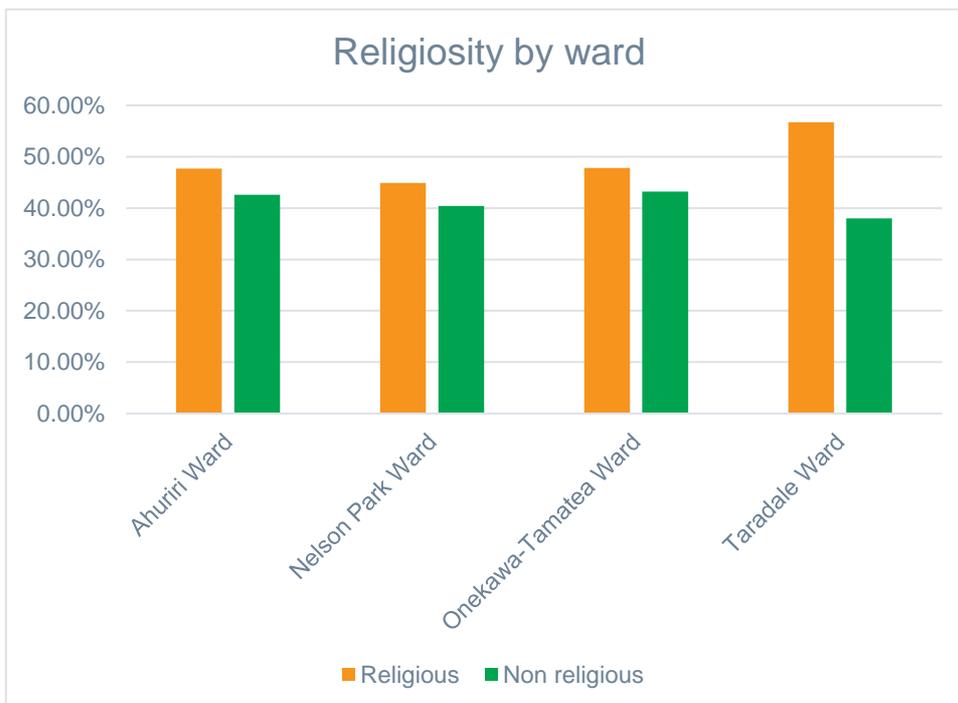


Chart 27: Method of travel to work by ward

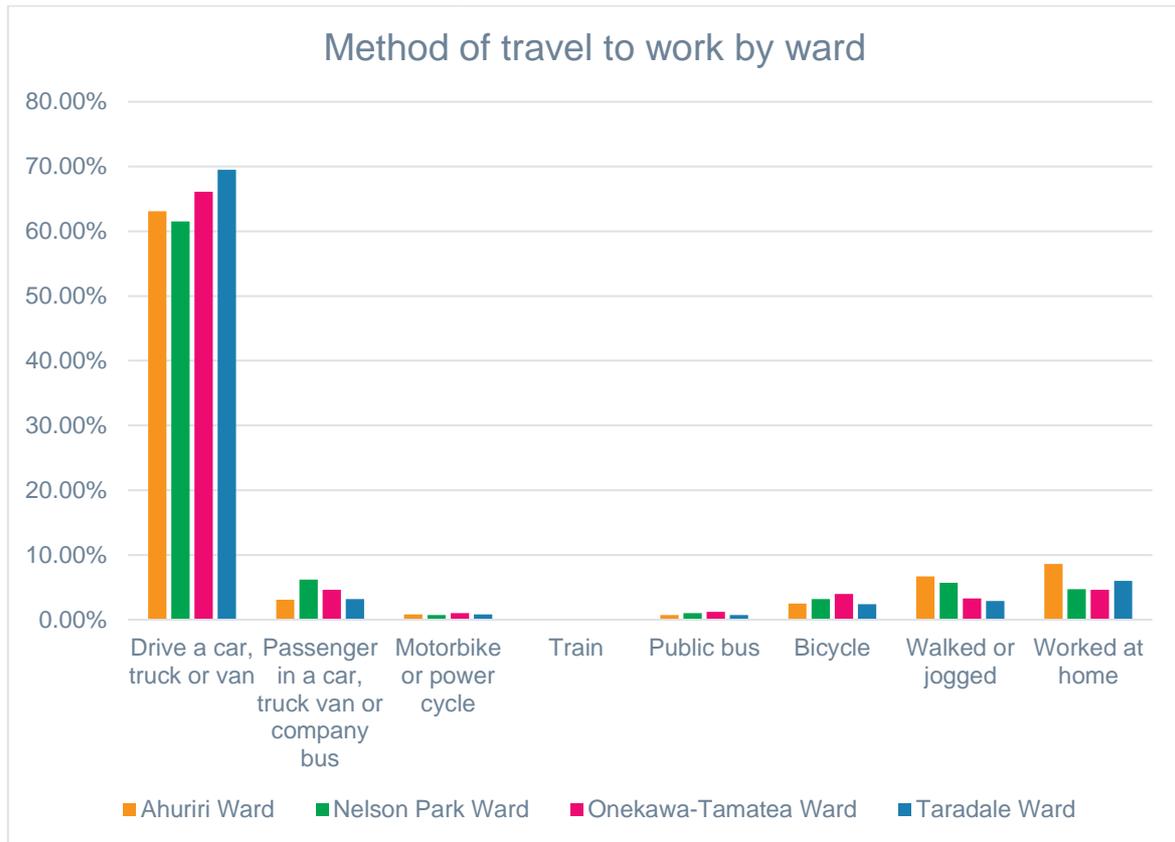


Chart 28: Housing tenure by ward

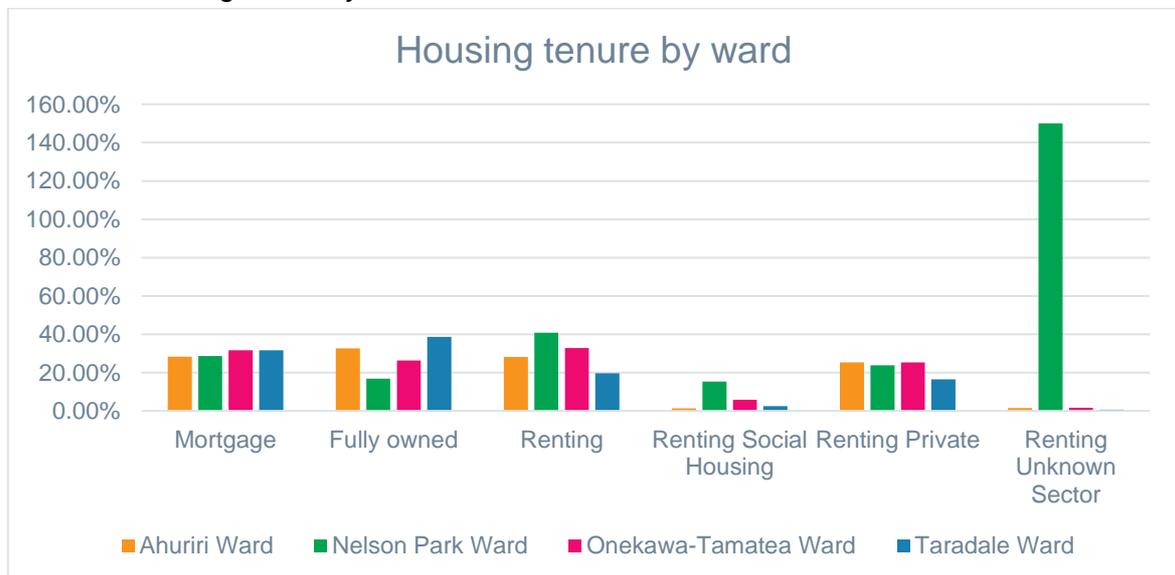


Chart 29: Family types by ward

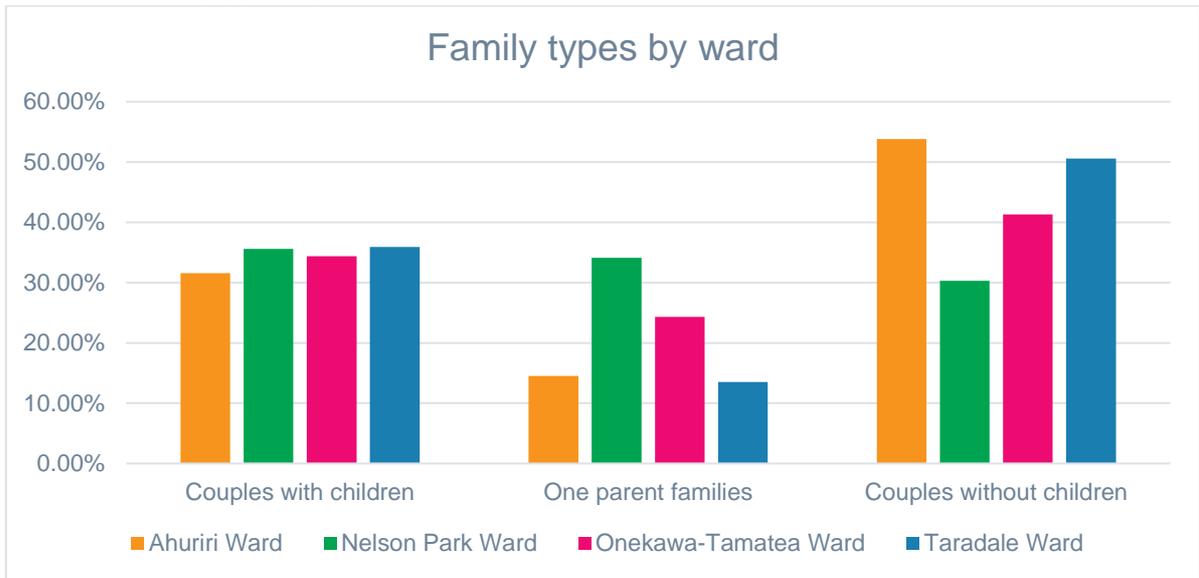


Chart 30: Household size by ward

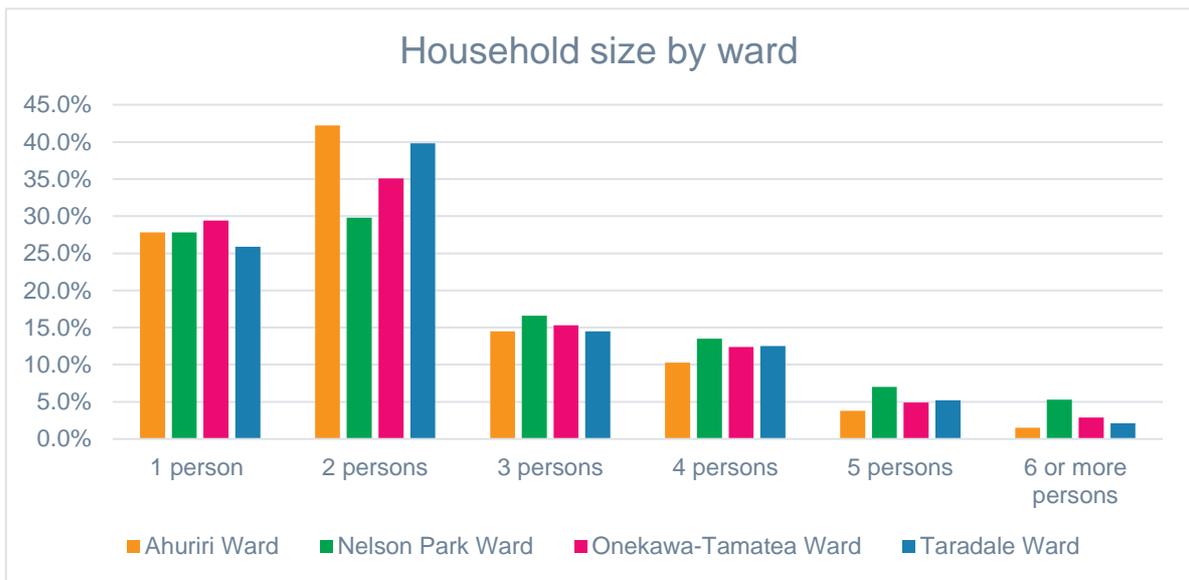


Chart 31: Car ownership by ward

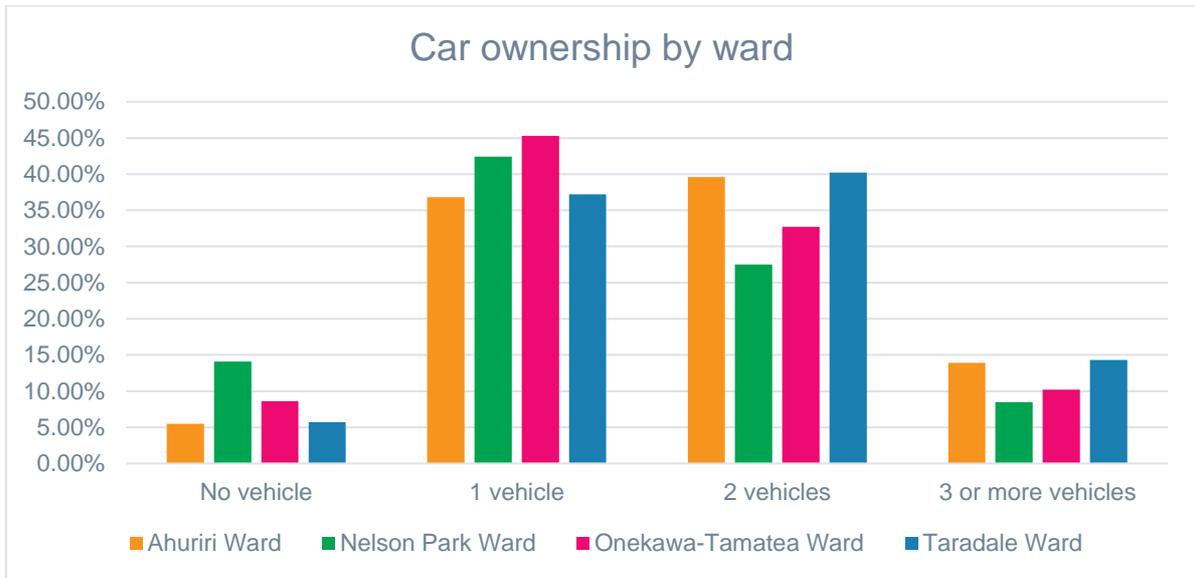


Chart 32: Access to telecommunications by ward

