

4. REPRESENTATION REVIEW

Type of Report:	<i>Information</i>
Legal Reference:	<i>Local Electoral Act 2001</i>
Document ID:	<i>383447</i>
Reporting Officer/s & Unit:	<i>Jane McLoughlin, Team Leader Governance</i>

4.1 Purpose of Report

To introduce the key legislative requirements for undertaking a representation review and outline the process for the review of Napier City's representation arrangements for 2018.

Officer's Recommendation

That Council

- a. Receive the report titled *Representation Review*.
- b. Note that pre-consultation will be undertaken with the public to help inform the Council of local issues and needs. Pre-consultation will occur prior to a representation model being developed, and then formal consultation will occur with the public on the model.
- c. Note that Council will be asked to make a decision on the representation model in March 2018, which is then put through the statutory process of consultation.

MAYOR'S/CHAIRPERSON'S RECOMMENDATION

That the Council resolve that the officer's recommendation be adopted.

4.2 Background Summary

Overview

Quality democratic processes are important and foster a richer form of citizenship and civic engagement. Electoral arrangements need to be fair so that communities feel that they have influence and can effect change.

Under the Local Electoral Act 2001, a Local Authority must review its representation arrangements every six years. Napier City Council last reviewed its representation in 2012, and is now due to review its representation arrangements. The review must be completed and publicly notified by 8 September 2018.

Representation arrangements are the way representation of the public is configured for elections for a Local Authority such as Napier City Council, including:

- Whether the election of members (also known as councillors) (other than the Mayor) is by the entire electoral district (called ‘at large’), whether the district is divided into wards for electoral purposes, or whether there will be a mix of ‘at large’ and ward representation,
- The boundaries of wards, the names of the wards, and the number of members that will represent each ward, if wards are used,
- The total number of members that are elected to the governing body of Napier City Council (the legal requirement is no less than 6 and no more than 30 members, including the Mayor), and
- Whether to have community boards, and if so, how many, and what their boundaries and membership will look like.

The aim of the review is to ensure fair and effective representation:

- Fair representation relates to the number of persons represented per member (must be within +/-10% of the ratio for the district as a whole so each person has a vote of equal value).
- Effective representation relates to representation for identified communities of interest. This needs to take account of the nature and locality of those communities and the size, nature and diversity of the district as a whole.

How a representation review works

The process for undertaking a representation review is largely prescriptive and outlined in legislation (Local Electoral Act 2001) and guidelines produced by the Local Government Commission. Councils do however have discretion on the level of investment in pre-consultation before the statutory process starts.

Investing in pre-consultation is considered best practice, as this will help inform the Council of local issues and needs, prior to developing a proposal and undertaking formal consultation on it (see Attachment A for the engagement summary).

The review will follow the following key steps and broad timeframes:

- 1) Data-gathering and pre-consultation (August 2017 - November 2017)
- 2) Analysis (November 2017 – February 2018)
- 3) Statutory Process: Council decision, submissions, appeals process (commencing in March 2018)

An indicative timeline based on the statutory process is outlined below (see Attachment B for more detail):

March 2018	Decision of Council.
April 2018	Notify public of Council’s resolution including reasons and method of making submissions (at least 1 month for submissions).
May 2018	Submissions considered by Council and original proposal amended as decided (notify public of final proposal including reasons why submissions were incorporated or not).

June-December 2018	Appeals from those who submitted on the original proposal and fresh objections to any amendments received no later than 20 Dec 2018.
January 2019	Appeals and objections forwarded to Local Government Commission by 15 Jan 2019.
April 2019	Appeals and objections considered and a determination set by the Local Government Commission (no later than 11 April 2019).
April-June 2019	Council implements determination to take effect for the 2019 elections.
October 2019	Elections.

Overview of Napier City’s representation arrangements

Current arrangements

Napier’s current representation arrangements have been in place for a decade and are:

- 12 elected members and a Mayor
- Mixed system of “at large” and wards.
 - There are six elected members voted in “at large” and six elected members voted in to wards.
 - There are four wards including:
 - Ahuriri (one elected member);
 - Onekawa/Tamatea (one elected member);
 - Nelson Park (two elected members); and
 - Taradale (two elected members).
- There are no Community Boards.

Based on the Local Government Commission electoral statistics produced on 26 January 2017 (See Attachment C for more detail), Napier City with a population of 61,050, currently has one elected member for every 5,088 people based on 12 elected members (excluded the Mayor).

The following tables provides Napier City’s electoral statistics. Up to date population statistics will be available later in 2017.

	<i>Population represented</i>	<i>Elected Members</i>	<i>Population-Member ratio</i>
Wards	61,050	6	10,175
At large	61,050	6	10,175
Total	61,050	12	5,088

<i>Ward</i>	<i>Population represented</i>	<i>Elected Members</i>	<i>Population-Member ratio</i>	<i>Difference from quota</i>	<i>% Difference from quota</i>
Ahuriri Ward	10,050	1	10,050	-125	-1.23
Onekawa-Tamatea Ward	10,250	1	10,250	75	0.74
Nelson Park Ward	18,450	2	9,225	-950	-9.34

Taradale Ward	22,300	2	11,150	975	9.58
Subtotal	61,050	6	N/A	N/A	N/A

Only five out of 67 territorial authorities have a mixed system (e.g. Napier City, Tauranga City, Kapiti Coast District, Masterton District and Gore District), with most territorial authorities (50) having a ward system and 12 with an ‘at large’ system.

The table below outlines current population/member ratio; basis of election; and whether there are community or local boards for similar-sized cities to Napier City. Napier City has a higher number of elected members per population compared with most other cities of a similar size.

<i>District</i>	<i>Population</i>	<i>Population/Member ratio</i>	<i>No. of elected members</i>	<i>At large/mix /Wards</i>	<i>Community Boards/ Local Board Area and Subdivision</i>
Nelson City	50,600	4,217	12	At large	No
Upper Hutt City	42,600	4,260	10	At large	No
Invercargill City	54,700	4,558	12	At large	2
Napier City	61,050	5,088	12	Mix at Large & (4 Wards)	No
Porirua City	55,350	5,535	10	Wards (3)	No
Palmerston North City	86,300	5,733	15	At large	No
Lower Hutt City	103,350	8,613	12	Wards (6)	4
Dunedin City	127,000	9,071	14	At large	7
Tauranga City	128,300	12,830	10	Mix at Large & 3 Wards	No
Hamilton City	161,200	13,433	12	Wards (2)	No

History of Napier’s arrangements

The Local Electoral Act 2001 was updated through the Local Electoral Amendment Act 2002 which introduced the option for Councils to review their arrangements every six years rather than having to review them every three years. Since that time, Napier City has undertaken a representation review every six years and since 2006 Napier City Council’s review is on the same timeline as other councils in Hawke’s Bay.

Over the last 27 years, Napier City has:

- experienced different bases of election including ward-only system; an ‘at large’ system; and is one of a handful of Councils to have experienced a ‘mixed system’, based on ‘at large’ and wards.
- mostly had 12 elected members excluding the Mayor except for 3 years between 1995-1998 where there were 13 elected members excluded the Mayor.
- no Community Boards.

Overview of representation arrangements include:

1989-1998

- Ward-only structure comprising of 3 wards including Ahuriri, Onekawa and Taradale. Each ward had 4 elected members except for between 1995-1998 where Taradale had 5 elected members. (The decision to increase Taradale to 5 made by the Local Government Commission due to the principle of fairness for the member/population ratio).
- 1993 NRB Survey responses indicated slightly more of the population preferred wards (45%) to 'at large' (42%), no preference (11%), don't know (8%).
- 1994 NRB Survey responses indicated slightly more of the population preferred wards (47%) to 'at large' (34%), no preference (3%), don't know (10%).
- In 1995, as part of the Triennial Election, a referendum was held with the majority of public preferring 'at large' representation (60%); Ward (33%), Informal (7%).

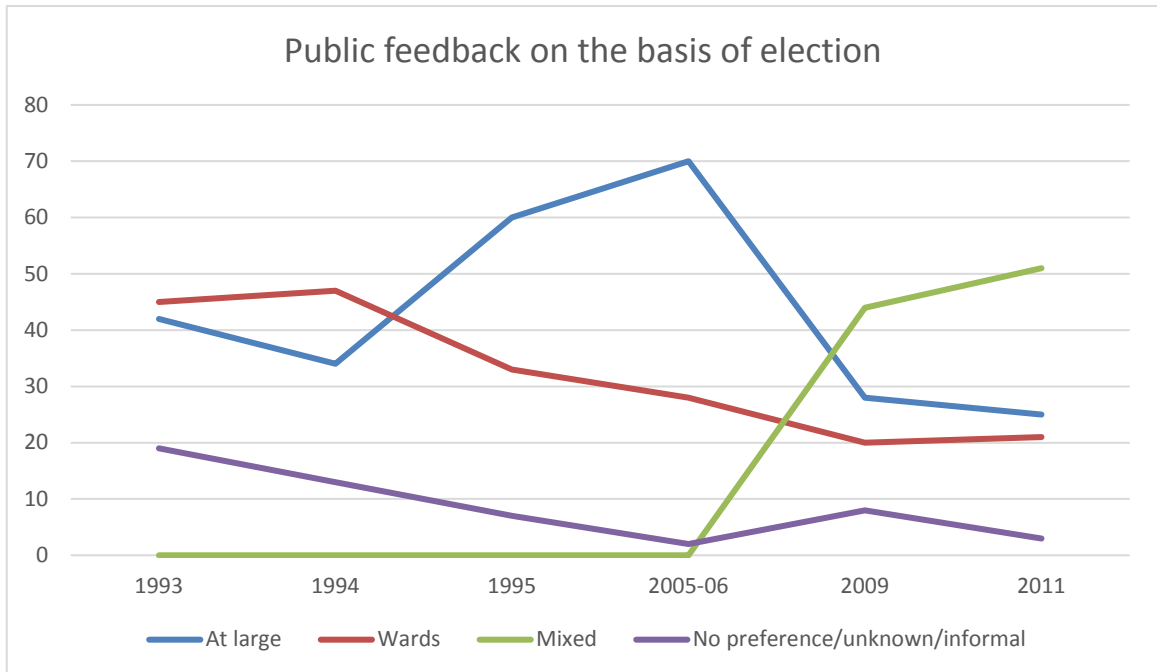
1998-2007

- 'At large' structure for 9 years comprising of 12 elected members.
- 2005 NRB Survey responses indicated the majority of public preferred 'at large' representation (70%); Ward (28%); no preference (1%); don't know (1%).
- Council survey undertaken just immediately prior to Local Government Determination indicated the majority of the public preferred 'at large' (70%); versus Wards (28%).

2007-2017

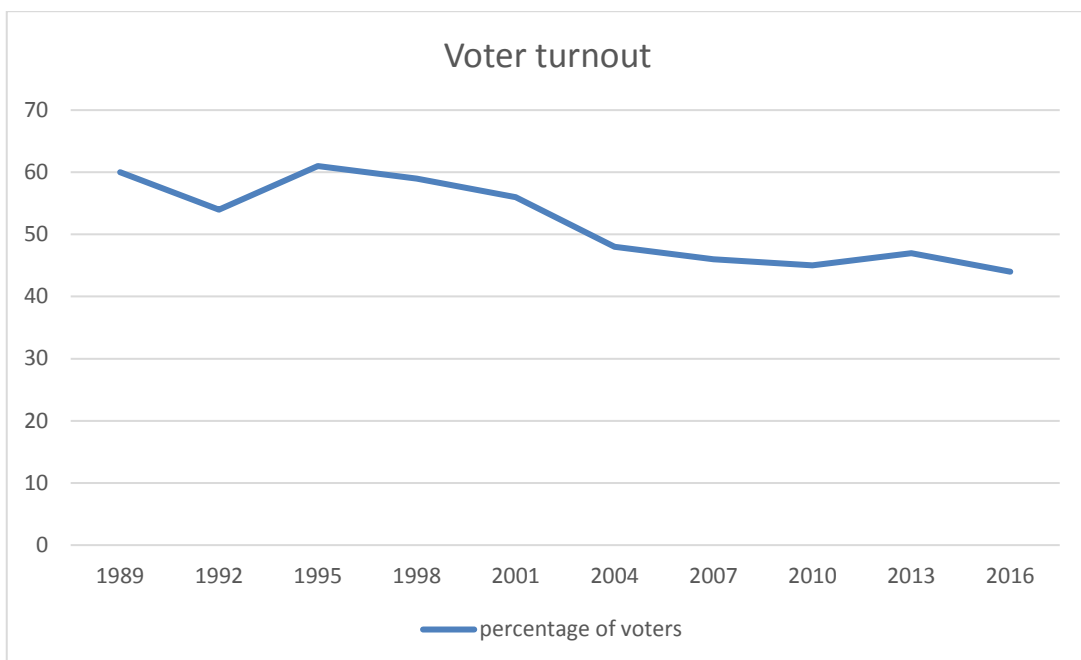
- 'Mixed system' for 10 years comprising of 6 elected members elected 'at large', and 4 wards including Ahuriri (1 elected member), Onekawa-Tamatea (1 elected member), Nelson Park (2 elected members), and Taradale (2 elected members).
- 2009 NRB Survey responses indicated that the majority of public preferred the current mixed system (44%), 'at large' (28%), Wards (20%); no preference (3%); don't know (5%).
- 2011 NRB Survey responses indicated that the majority of public preferred the current mixed system (51%); 'at large' (25%); Wards (21%); no preference (1%); don't know (2%).

The following chart outlines the percentage of public preferences on the basis of election on Napier City’s representation arrangements from 1993 to 2011.



4.3 Issues

Over the last 27 years, voter turnout has declined nationwide including in Napier City. Engaging the public through the representation review process and ensuring fair and effective representation is one way to encourage people to vote. The following chart outlines the declining rates voter turnout for Napier City since the early 1990s.



4.4 Significance and Consultation

Representation arrangements are relevant for the entire population of Napier, and may extend to those people that use services and facilities in Napier but reside outside of Napier boundaries.

Officers have prepared an engagement plan to undertake pre-consultation including providing background information on the representation review to the public; and asking the public to share their ideas on - where they identify their community of interest; what they think of the current arrangements; and how they should be represented in the future.

4.5 Implications

Financial

N/A

Social & Policy

N/A

Risk

N/A

4.6 Attachments

- A Engagement Summary for pre-consultation
- B Representation Review Statutory Timeline
- C Statistics on Napier City's electoral area, Local Government Commission