
Thursday, 19 August 2021

Te Hui o Te Kaunihera ā-Rohe o Heretaunga
Hastings District Council
Council Meeting

Kaupapataka

Attachments – Volume 2

Te Rā Hui:
Meeting date: **Thursday, 19 August 2021**

Te Wā:
Time: **1.00pm**

Te Wāhi:
Venue: **Council Chamber
Ground Floor
Civic Administration Building
Lyndon Road East
Hastings**

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TE KAUNIHERA Ā-ROHE O HERETAUNGA

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Hastings District Council

REPRESENTATION REVIEW

First Discussion Document

June/July 2021

Note: The population figures used in this document are drawn from the latest applicable population estimates issued by Statistics New Zealand for the purposes of the conduct of this Representation Review. The figures are from the population estimates dated 30 June 2020, based on the 2018 Census. They are population estimates, not precise figures. Where figures or totals do not exactly match, this is due to rounding errors in the estimates and/or different estimates issued at different times in relation to different representation issues (e.g., Council wards, Community Boards). The final population estimates used for the Representation Review will undergo certification by the Government Statistician in accordance with Section 19X of the Local Electoral Act 2001.

Hastings District Council

Representation Review – Discussion Document

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Executive Summary

The Representation Review is the process for reviewing and determining the basis of election for Councillors and, if there are Community Boards, the number of Community Board members. The decision taken by Council in May 2021 to introduce Māori Ward/s triggered a requirement for Council to undertake a Representation Review this year for the elections to be held in 2022 and 2025.

There are seven matters to be determined in this Representation Review. These are:

1. The number of Councillors required for the good governance of the district.
2. The basis of election for those Councillors – either all via electoral wards or through a combination of ‘at-large’ seats and electoral wards. (Due to the decision to introduce a Māori Ward/s, Council cannot opt to elect all Councillors via ‘at large’ representation arrangements).
3. The number and configuration of General electoral wards including the Councillors to be elected from each ward (if more than one).
4. The number and configuration of Māori electoral wards including the Councillors to be elected from each ward (if more than one).
5. Whether or not to have a Community Board or Boards.
6. The number Board Members for each Community Board and the basis of election for the Members of each Board (e.g., ‘at large’, or on the basis of electoral subdivisions).
7. The configuration of any electoral subdivisions and the number of members to be elected from each.

The number of Councillors to be elected to represent the Māori Ward/s is not directly determined by Council. It is determined via a mechanism set under the Local Electoral Act 2001 based on the number of Councillors elected to represent General electoral wards in the District.

This paper explores the matters above and sets out a number of options for Councillors to consider in relation to some of these matters. Most attention has been given to the options identified by Councillors for further exploration at its workshop held on 25 May 2021.

Some issues seem relatively straight forward. These include:

- There seems to be little to no interest in electing any Councillors on an ‘at large’ basis.
- Opting for one Māori electoral ward with three Councillors elected to represent that ward (or two depending on the number of General ward-based Councillors decided upon) seems the simplest and most logical Ward configuration from a communities of interest/fair representation perspective (although feedback is awaited from Heretaunga Takota Noa Māori Standing Committee).
- There seems to be a strong consensus supportive of retaining the Rural Community Board, the existing electoral subdivisions and basis of elections, and the number of Board Members.
- There does not seem to be any interest in additional Community Boards.

Assuming the foregoing analysis is correct, the focus turns to determining the number of Councillors overall (and therefore the number from General and Māori Wards) and the number and configuration of General electoral wards including the Councillors to be elected from each ward.

These issues are inter-related to an extent. The key considerations in this exercise logical communities of interest and the fair representation '+/-10% rule'.

Based on direction given at the earlier Council workshop, there are a number of options that seem to provide a more logical basis for consideration. These are considered with explanatory notes in the paper.

1.0 Representation Review – Discussion Document Hastings District Council – Section 1

1.1 Introduction

This discussion paper has been prepared as a preliminary information document to equip Councillors to;

- Provide guidance to staff for the 2021 review process,
- Hear from stakeholders,
- Discuss and debate their preferences for representation.

Section 1 Provides an overview of the Representation Review (Review) Process and legal requirements.

Section 2 Examines Representation Options based on initial Council direction to officers to examine.

Section 3 Examines other Representation Options.

1.2 What is required

Local authorities, regional and territorial, in New Zealand are required to make decisions about their representation arrangements at least every six years. The last time the Hastings District Council did this was in 2019.

The Council decision on 18 May 2021 to introduce Māori Wards triggered the requirement to undertake another review this year. The outcome of this review will apply to the 2022 and 2025 local elections.

Representation reviews are to determine;

- the number of councillors to be elected,
- the basis of election for councillors and
- if this includes wards, the boundaries and names of those wards.

Reviews also consider whether there are to be community boards and, if so, arrangements for these boards. Representation arrangements are to be determined so as to provide fair and effective representation for individuals and communities.

The Review is a complex process requiring consultation with our community and with provisions for our community to make submissions and ultimately to appeal against the Council's decision to the Local Government Commission.

1.3 Common Terms

Ward	<p>Means a ward established under this Act (Local Electoral Act 2001) and resulting from the division, for electoral purposes, of the district of a territorial authority.</p> <p>Members standing in a ward must be elected by the eligible voters in that ward.</p> <p>Members not standing in a ward (standing 'At Large') must be elected by the electors of the district as a whole.</p>
General Ward	Means every Ward of the district that is not a Māori Ward
Meshblocks	A meshblock is the smallest geographic unit for which statistical data is collected and processed by Statistics New Zealand. A meshblock is defined by a geographic area, which can vary in size from part of a city block to a large area of rural land. Each meshblock borders on another (Contiguous) to form a network covering all of New Zealand. Meshblocks that do not border on each other are Non-contiguous.
Fair Representation	Under this provision membership of wards is required to provide approximate population equality per member referred to as +/-10% rule.
Māori Electoral Population &	The estimated Māori electoral population (MEP) of each area at 30 June 2020 is based on the estimated resident Māori descent population at 30 June 2018 updated for births, deaths and net migration between 1 July 2018 and the date of estimate. For each area, the Māori electoral population at 30 June 2020 is derived by applying a ratio to the estimated resident population of Māori descent at 30 June 2020; this ratio is attained by dividing the number of people of Māori descent who were on the Māori electoral roll by the number of people of Māori descent who were on either the general or Māori electoral roll.
General Electoral Population	<p>The general electoral population (GEP) is calculated as the difference between the estimated resident population and the Māori electoral population.</p> <p>Note: The population numbers in this discussion paper are indicative. The Government Statistician must at the request of Council supply a certificate specifying the Māori electoral population and general electoral population for the district. The numbers included in the certificate must be derived from information contained in the most recent report of the Government Statistician to the Surveyor-General.</p>

1.4 Council Election History (including the 2019 decision)

The Council has a mayor and fourteen members. The members are elected from five wards. The Mayor is the only representative elected 'At Large'.

Hastings District has one Community Board supporting the rural/pastoral communities of Mohaka and Kahurānaki. The Hastings District Rural Community Board has four elected members, 1 each representing the electoral subdivisions of Tūtira, Kaweka, Maraekākaho and Poukawa, and 2 Council appointed members, one each representing the Mohaka and Kahurānaki Wards.

As a result of appeals/objections on its 2007 review, the representation arrangements that applied for the 2007 and subsequently the 2010 elections were determined by the Local Government Commission and comprised a mayor and 14 councillors elected from 6 wards as follows;

- Hastings 6
- Havelock North 2
- Flaxmere 2
- Heretaunga 2
- Mohaka 1
- Kahurānaki 1

In 2013, the Local Government Commission was again required to determine the electoral arrangements for Hastings following appeals/objections on the Council's final proposal (which was considerably different from the initial proposal).

The Commission's determination was as follows;

- Hastings / Havelock North 8
- Flaxmere 2
- Heretaunga 2
- Mohaka 1
- Kahurānaki 1

This determination combined Hastings and Havelock North into a single ward even though the two urban areas were non-contiguous. The Commission also approved an amended community (Board) comprising the area of the Mohaka and Kahurānaki wards with 4 subdivisions Tūtira, Kaweka, Maraekākaho and Poukawa, each with 1 member, and with the 2 members of the Council representing the Mohaka and Kahurānaki Wards appointed to the community board by the Council. These arrangements applied to the 2013 and 2016 local elections.

In 2018, Council determined that for the 2019 and 2022 local elections its representation would retain the 5 ward structure with some amendments shifting meshblocks as follows: *Lyndhurst (Meshblock 1471202) – Heretaunga to Hastings-Havelock North (+850); Williams Street (Meshblock 1471401) – Heretaunga to Hastings Havelock North (+500); Howard Street (Meshblock 1472900) - Heretaunga to Hastings Havelock North (+60); Iona – (Meshblocks 1465506 and 1465601)*

Heretaunga to Havelock North (+100) and, Te Mata Hills – Kahurānaki to Hastings Havelock North (+250).

The current representation is as described in the following tables (Statistics NZ estimated electoral population as at June 2020 using the 2018 census data and allowing for estimated changes since 2018).

Council

Ward	Population	No. of Councillors per Ward	Population per Councillor	Deviation from District Average population per Councillor	% deviation from District Average population per Councillor
Hastings – Havelock North	50,110	8	6,264	-20	-0.37%
Flaxmere	12,250	2	6,125	-159	-2.56%
Heretaunga	12,410	2	6,205	-79	-0.97%
Mohaka	6,570	1	6,570	286	4.52%
Kahurānaki	6,640	1	6,640	356	5.63%
Totals	87,980	14	Avg 6,284		

Rural Community Board

Subdivisions	Population	No. of Members per Subdivision	Population per Board Member	Deviation from District Average population per Board Member	% deviation from District Average population per Board Member
Tūtira	3,090	1	3,090	-210	-6.36%
Kaweka	3,470	1	3,470	170	5.15%
Maraekākaho	3,050	1	3,050	-250	-7.58%
Poukawa	3,590	1	3,590	290	8.79%
Totals	13,200	4	Avg 3,300		

Council appointed the Mohaka and Kahurānaki Ward Councillors to the Rural Community Board.

1.5 Council Direction to Officers to Date

Council received an initial briefing on the processes for a Review (25 May 2021) and provided the following 'Initial View' to officers;

- Prefer to retain wards and are happy with the current ward setup as it represents our 'Communities of Interest';
- Retain elected members at 14 or possibly 10 – 12;
- Mixed views on splitting Hastings and Havelock North. Council would like to understand necessary compromises to be compliant;
- Would like to hear from the Heretaunga Takoto Noa Māori Standing Committee re preference for one Māori ward or wards based on geographic splits;
- Would like to hear from the Rural Community Board on Rural representation.

1.6 Review Methodology

Some local authorities undertake preliminary consultation before beginning the formal statutory representation review process. This may include community surveys or referenda, discussion documents, newspaper advertising, focus groups, email groups of interested citizens, and public workshops and meetings. These activities can be led or facilitated by councillors, staff, consultants, or other community members or groups. Targeted consultation may also be appropriate, including with iwi and hapū.

Preliminary consultation may seek views on particular representation options as well as on factors such as current communities of interest. This consultation can assist the Council to identify issues relevant to the review process and enable it to consider a wider range of representation options when developing the formal proposal.

Preliminary consultation is not a substitute for the formal statutory steps. The review must seek to achieve the statutory principles of fair and effective representation for all individuals and communities of interest of the district, and not be limited to reflecting majority community views on particular aspects of any arrangements.

The Local Government Commission's guidelines note that local authorities may wish to consider the option of appointing an independent panel or consultants to recommend appropriate representation arrangements for the district.

The Local Government Commission's guidelines also note other considerations in relation to decision-making on representation arrangements. These include the principles of administrative law requiring local authorities to act in accordance with the law, reasonably and fairly.

It is helpful for Officers if Council gives guidance on the process it wishes to engage in with its communities for this Review.

It is noted that the decision to include direct Māori representation was made during the transition period provided by the 2021 legislation and the representation review timelines have not been amended and cannot be extended. There is limited time available for extensive pre-consultation prior to Council adopting an initial option.

It is noted that in 2019, there were no objections or appeals on the Council's final proposal and the proposal met the +/-10% fair representation rule, therefore it became the final basis for elections.

1.7 Role of the Local Government Commission

When there are appeals, objections (from individuals or organisations in the community) or referrals (by a Council), the Commission's role is to;

- Consider the appeals, objections, and other information forwarded to it;
- In the case of referral by a Council because the proposal does not comply with the +/- fair representation rule, the Commission's role is to make determination only on those aspects of the proposal that do not comply;
- Determine the representation arrangements for the local authority (section 19R of the Local Electoral Act);
- Complete its duties before 11 April in a local election year (in this case 2022). In making its determination, the Commission is able to make any enquiries that it considers appropriate, and may choose to hold meetings with the parties.

Determinations of the Commission may be:

- Appealed on a point of law, in accordance with Schedule 5, Local Government Act 2002;
- Subject to judicial review under the Judicial Review Procedure Act 2016.

1.8 Review Timeline

Procedure	Deadline	Relevant section
Council determines proposed representation arrangements	Initial proposals must be made; By 31 August 2021 for establishing Māori wards/constituencies	19H (territorial authorities) 19J (community boards) Schedule 1A for Māori wards or constituencies
Council gives public notice of "initial" proposal and invites submissions	Within 14 days of resolution, and not later than 8 September 2021	19M(1)
Submissions close	Not less than one month after public notice	19M(2)(d)
If no submissions then proposal becomes final ¹	Public notice to be given when there are no submissions but no date fixed for doing this	19Y(1)
Council considers submissions and may make resolution to amend proposal	Within 6 weeks of closing date for submissions	19N(1)(a)
Council gives public notice of its "final" proposal	Within 6 weeks of closing date for submissions	19N(1)(b)
Appeals and objections close	Must be lodged:	19O

8

Procedure	Deadline	Relevant section
	<ul style="list-style-type: none"> not less than 1 month after the date of the public notice issued under section 19N(1)(b) not later than 20 December 2021 	19P
If no appeals or objections then proposal becomes final ¹	Public notice to be given when there are no appeals/objections, but no date fixed for doing this	19Y(1)
Council forwards appeals, objections and other relevant information to the Commission ²	As soon as practicable, but not later than 15 January 2022	19Q 19V(4)
Commission considers resolutions, submissions, appeals and objections and makes determination	Before 11 April 2022	19R
Determination subject to appeal to High Court on a point of law ³	Appeals to be lodged within 1 month of determination	Clause 2, Schedule 5, Local Government Act 2002

Notes:

¹Under section 19V (4) proposals that do not comply with the +/-10% fair representation requirement are subject to confirmation by the Commission.

²Includes any proposal that does not comply with the +/-10% fair representation requirement.

³Commission determinations may also be subject to judicial review.

Indicative Timeline Summary - Update

Council Workshop	6 July 2021
Council meeting to determine Initial Proposal	19 August
Advertise – public notice within 14 days	23 August
At least 1 month for submissions – close submissions	23 September
Within 6 weeks of close of submissions	
<ul style="list-style-type: none"> Hearings, Deliberations and Council meeting to determine Final Proposal 	14 October
<ul style="list-style-type: none"> Advertisement – Public notice* (6 weeks) 	19 October (by 28 October)
Appeals and objections – at least 1 month	19 November
Forward appeals & objections (and any non-compliant +/- 10% proposals) to Local Government Commission	by 15 January

1.9 Electoral System

There are two choices of Electoral System: First Past the Post (FPP) and Single Transferable Vote. Council has previously determined to retain the FPP electoral system for the 2019 and 2022 local elections. It cannot revisit the electoral system until 2023 (S27(1) LEA).

1.10 Māori Electoral Roll

When you first enrol to vote, if you are of Māori descent, you can choose between the Māori electoral roll and the general roll. Once enrolled, you can only change rolls during the Māori Electoral Option, which is usually held every 5 years. The next Māori Electoral Option is in 2024.

1.11 Communities and Community Boards

All territorial authorities must consider whether community boards are (or would be) appropriate to provide fair and effective representation for individuals and communities in its district as part of their representation review (s19J).

The Review provides a process for a territorial authority to propose the constitution of new boards, alterations to existing boards, or disestablishment of existing boards.

Community boards allow Councils to reflect that a community of interest exists below district or ward level to such an extent that it should be recognised as distinct, and that a separate board governance structure would provide for the effective representation of that community. This test should be applied to existing community boards as well as for areas for which new boards are being considered.

When carrying out a representation review, the required decisions are:

- whether there needs to be communities and community boards within the territorial authority's district;
- if the territorial authority decides that one or more community boards needs to be established (or retained):
 - the nature of the community; and
 - the structure of the community board.

The particular matters the Council must determine include the number of boards to be constituted, their names and boundaries, the number of elected and appointed members, and whether the boards are to be subdivided for electoral purposes:

- Section 19F provides for a minimum of 4 and maximum of 12 community board members (with at least 4 elected members) and the appointment of members by the parent territorial authority (appointees must total less than half the total number of members);
- Section 19G prescribes that the area of a community board may be subdivided for electoral purposes. This includes provision for the community board members to be elected by wards if the community board area comprises two or more whole wards of a district.
- The division of a community board area into electoral subdivisions may be appropriate when the community board area is made up of a number of distinct communities of interest and

the formation of subdivisions will provide more effective representation of these communities of interest;

- The issues to consider when deciding whether or not a community board area needs to be subdivided are similar to those which apply to the division of the district into wards but excluding the mixed system of representation (i.e., wards and at-large);
- The fair representation requirements of section 19V (the '+/-10% rule') also apply in respect of subdivisions of communities including the permitted exceptions in section 19V(3)(a).

For Hastings, if the Rural Community Board is retained then the issue of the electoral subdivisions will need to be addressed again. The impact of any changes to the electoral wards for the purposes of the election of Councillors may also need to be considered.

1.12 Legislative Requirements

The legislative requirements are attached as Appendix 3.

It should be noted that some amendments were made to the representation review provisions of the Local Electoral Act 2001 in June 2013. The main amendments involved;

- Providing more flexibility for the application of the +/-10% rule to territorial authority representation arrangements where wards are established, subject to consideration by the Local Government Commission where arrangements do not comply with the +/- 10% rule;
- Initial representation review proposals are not able to be resolved by councils until 1 March of the year before the year of an election;
- allowing local authorities to make minor boundary alterations to wards, communities, or subdivisions of local board areas or communities without undertaking a full representation review, subject to consideration by the Local Government Commission (applies to the optional three year review only).

1.13 Communities of interest

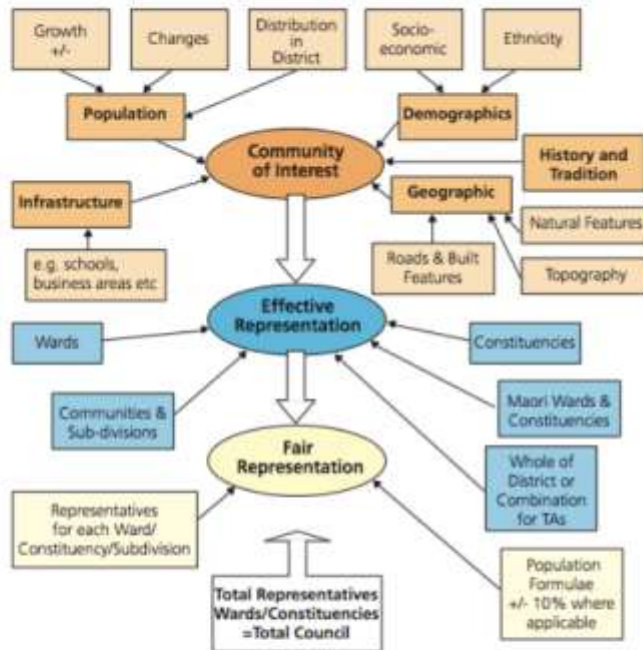
During a Review territorial authorities need to determine:

- Any identifiable communities of interest below the district level
- Whether these communities of interest are located in identifiable geographical areas, justifying the establishment of wards, or are spread across the district.

The term "communities of interest" is used in the Local Electoral Act to describe in general terms the sense of community or belonging reinforced by the geography of the area, the commonality of places to which people go to for their employment, the location of their schools, marae, banks, where they do their shopping and the location of their religious, recreational and major transport facilities etc.

A review of communities of interest and the best means of providing effective representation of these communities is part of the Review. A comprehensive review would re-analyse the various communities of interest in the district. A lot of information will already be a matter of public record, much held within the Council. Growth predictions for the district should also be included.

Key Concepts for Communities of Interest and Fair and Effective Representation:



1.14 Fair and Effective Representation

The Local Electoral Act requires “fair and effective representation for individuals and communities”. Fair representation relates to the number of persons represented per member. The ratio of persons per member in each ward or constituency is required to be within +/-10% of the ratio for the district or region as a whole. This is designed to ensure approximate equality in representation i.e. votes of equal value. General and Māori wards are dealt with separately.

Effective representation relates to representation for identified communities of interest. This needs to take account of the nature and locality of those communities of interest and the size, nature and diversity of the district as a whole.

Māori Seats

Council has determined to have Māori ward/s for the 2022 local elections. This decision will also apply for the 2025 elections and is unable to be revisited through the representation review process.

Hastings District Māori Ward/s calculation (using the latest applicable release of Department of Statistics estimates at June 2020 using 2018 census):

Total Māori Electoral population **16,370** Total General Electoral Population **71,610** Total Electoral Population **87,980** (difference is in the rounding).

The number of elected members is the total number elected from wards (i.e. it does not include any elected at-large). The calculation is made as follows:

$$\begin{aligned} \# \text{ Māori seats} &= \frac{\text{MEP}}{(\text{GEP} + \text{MEP})} \times \# \text{ EMS} \\ &= 0.1861 \times \# \text{ EMS} \end{aligned}$$

Where MEP = Māori electoral population; GEP = general electoral population; EMS = number of elected members elected by wards

7 elected members	1.30	1 Māori Seats
8 elected members	1.49	1 Māori Seats
9 elected members	1.68	2 Māori Seats
10 elected members	1.86	2 Māori Seats
11 elected members	2.05	2 Māori Seats
12 elected members	2.23	2 Māori Seats
13 elected members	2.42	2 Māori Seats
14 elected members	2.61	3 Māori Seats
15 elected members	2.79	3 Māori Seats
16 elected members	2.98	3 Māori Seats
17 elected members	3.16	3 Māori Seats

If Council decides that 13 members are required for the good governance of Hastings District, and they will all be elected by wards, then there will be 2 Māori ward members. If there are 14 members elected by wards, then there will be 3 Māori ward members. Currently the Council has 14 members elected from 5 wards.

The Māori electoral population has as its basis people of Māori descent who choose to enrol on the Māori roll rather than the general roll. When they enrol for the first time, people of Māori descent have an important choice to make. They need to decide which electoral roll they want to be on: the general roll or the Māori roll. The roll they choose decides the electorate in which they vote in both national elections and in local elections where the local authority has Māori Wards.

1.15 Initial Proposal

The Council is required to make a decision on its initial proposal and will then advertise it and call for submissions on it at that time. If no submissions are received that is the end of the process and public notice is given (unless proposal includes wards outside of the +/-10% fair representation rule, in which case it is forwarded to LGC for determination of those wards outside the +/-10% rule).

Submissions received must be heard by Council and after the hearings the Council will consider them and then determine its final proposal. Public notice is given and any appeals and/or objections received are forwarded to the Local Government Commission who will then hold its own hearings and decide the final details for representation in the district.

1.16 Regional Coordination

It is good practice to notify neighbouring authorities (Napier City, Central Hawke's Bay and Wairoa Districts and the Hawke's Bay Region, and the Districts of Taupo and Rangitikei) of the timeline for the Review process in Hastings and, subsequently, the significant decisions made.

Wairoa District already has Māori Wards; Hawke's Bay Region, Taupo District and Rangitikei District have also resolved to establish Māori wards for the 2022 local election so will be undergoing their own Reviews.

1.17 What has Changed Since 2019?

The growth rate in Hastings District is steady and proportionate to existing populations. The significant change is that the Council has determined to include Māori ward/s.

1.18 Elections by Wards - Considerations

Wards

- Is this considered good governance for the District?
- Are there any identifiable communities of interest below the district level?
- Are these communities of interest located in identifiable geographical areas, and do they justify the establishment of Wards?
- Should Wards have a single member or multi member representation?
- Ward boundaries must coincide with meshblock boundaries.
- All wards established should comply with the "+ or – 10%" rule.
- Can still establish community boards.

Elections At-Large

With the introduction of a Maori Ward there must be at least one General Ward therefore elections wholly at-large (apart from for the Mayor) are no longer an option for Hastings District.

Mix of Elections At-large and Wards

- Is this considered good governance for the District?
- Does having some elections at-large and some by way of Wards meet the fair and effective representation requirements?
- All wards must comply with the "+ or – 10%" rule.
- Mayor and some Councillors are elected by the electors of the whole District whilst others are elected by Wards.
- Can still establish community boards.

Note for Hastings District Options

It is noted that splitting the electoral population into the General and Māori electoral populations does not create a uniform reduction in numbers on the General electoral populations across the five existing General Wards.

For instance, Flaxmere, having a larger proportionate Māori population than other Wards, has a larger proportion of persons on the Māori Electoral Roll. This shows up in 'Population per Councillor' calculations as shown in the scenarios in the following Sections.

Ward	District Population	Current No. of Councillors per Ward	Current Population per Councillor	General Electoral Population	Maori Electoral Population
Hastings – Havelock North	50,110	8	6,264	42,800	7,310
Flaxmere	12,250	2	6,125	6,880	5,370
Heretaunga	12,410	2	6,205	10,500	1,910
Mohaka	6,570	1	6,570	5,940	630
Kahurānaki	6,640	1	6,640	5,490	1,150
Totals	87,980	14	Avg 6,284	71,610	16,370

1.19 Structure of a Māori Ward or Wards

The decision to have Māori Wards has been taken by Council. It is not up for further consideration as part of the Representation Review. However, as part of the Review, Council is required to determine the structure of Māori Ward/s. That is, whether there will be a single Māori Ward covering the whole district or more than one Māori Ward.

An analysis of potential options is provided here.

1. Single Māori Ward covering the whole District (Option 1)

This is the simplest option for the configuration of a Māori Ward. Under this option, all electors on the Māori Electoral Roll will vote for multiple candidates in a single Māori Electoral Ward. If there are three Māori Ward Councillors to be elected, each elector will vote for up to three candidates. If there are two Māori Ward Councillors to be elected, each elector will vote for up to two candidates. The three (or two, depending on the final Representation option) top polling candidates will be elected to Council. (Electors on the Māori electoral roll will also vote for the Mayor and for any Councillors elected at large should Council decide to introduce these as part of the Representation review.)

Under this option, there is no need to devise separate Māori communities of interest and related geographic wards, nor a need to apply the +/- 10% guideline.

2. Multiple Māori Wards based on geographic populations – Hastings-Havelock North Māori Ward, Flaxmere Māori Ward, Rural/Plains Māori Ward (Option 2)

Under a 14 Councillor Representation proposal with no Councillors elected at large, this option would see the District divided into three Māori Electoral Wards: one each for Flaxmere, the Hastings-Havelock North area and the Rural and Heretaunga Plains area. This option would recognise a strong Māori community of interest within Flaxmere and another distinct community of interest within the Heretaunga Plains and Rural areas. The Hastings - Havelock North Māori electoral population would make up a third community of interest.

In terms of Māori Electoral Population per Councillor, the results of this option would look like this:

Māori Ward Option 2	Māori Electoral Population	No. Councillors per Ward	Population per Councillor	Deviation from Māori Wards average population per Councillor	% deviation from Māori Wards average population per Councillor
Hastings – Havelock North Māori Ward	7,310	1	7,310	1853	33.96%
Flaxmere Māori Ward	5,370	1	5,370	-87	-1.59%
Rural - Heretaunga Māori Ward	3,690	1	3,690	-1767	-32.38%
Totals	16,370	3	5,457		

Under this option, the Hastings – Havelock North Māori electoral population is significantly under-represented, while the Rural - Heretaunga Māori electoral population is significantly over-represented.

3. Multiple Māori Wards based on geographic populations – Hastings-Havelock North/Rural/Heretaunga Plains Māori Ward and a Flaxmere Māori Ward (Option 3)

Again under a 14 Councillor Representation proposal with no Councillors elected at large, this option would see the District divided into two Māori Electoral Wards: one for Flaxmere, and one for the Hastings-Havelock North and Rural and Heretaunga Plains areas combined. This option would recognise a strong Māori electoral community of interest within Flaxmere as distinct from the remainder of the District.

In terms of Māori Electoral Population per Councillor, the results of this option would look like this:

Māori Ward Option 3	Māori Electoral Population	No. Councillors per Ward	Population per Councillor	Deviation from Māori Wards average population per Councillor	% deviation from Māori Wards average population per Councillor
Hastings – Havelock North/ Rural/Heretaunga Plains Māori Ward	11,000	2	5,500	43	-1.39%
Flaxmere Māori Ward	5,370	1	5370	-87	2.81%
Totals	16,370	3	5,457		

Under this option, each Ward sits comfortably within the +/-10% guideline. However, it is difficult to see the justification for a separate Flaxmere Ward if the Rural communities are being merged in with the Hastings-Havelock North urban area while Flaxmere (also urban) is not.

4. **Multiple Māori Wards based on Marae and Whakapapa based geographic boundaries – Heretaunga Māori Electoral Ward and Ahuriri/Mōhaka Māori Electoral Ward (Option 4)**

Again under a 14 Councillor Representation proposal with no Councillors elected at large, it is possible to conceive of an option which would see the District divided into two Māori Electoral Wards: one for the area south and just north of the Ngaruroro River where marae relate to the Heretaunga rohe and Taiwhenua, and one for the remainder of the District north where marae relate to Ahuriri and the Te Whanganui-a-Orotū Taiwhenua. A meshblock based boundary would need to be drawn based on these relationships and geographic areas.

This option seems somewhat problematic in practical terms. The electoral system is not well equipped to recognise marae and whakapapa boundaries (and Councils are required to relate to iwi and hapū directly in any case). In addition, while the marae they whakapapa to may be in a particular area of the district, electors on the Māori Roll may live within a different proposed Ward under this option. Finally, achieving an equitable representation model under this option would be extremely difficult under the geographic boundaries that would likely be drawn, given that most of the Māori electoral population live within the Hastings-Havelock North, Flaxmere and Kahurānaki areas.

Option 4 is not considered viable.

5. **Multiple Māori Electoral Ward options under Council proposals that provide for only Two Māori Electoral Councillors (Option 5)**

Given the population numbers and allocations involved, it is difficult to see a multiple ward model that would provide for both sensible communities of interest and a fair and equitable division with only two Councillors elected from Māori wards.

One option would be to have a ward for the Hastings-Havelock North area and a combined ward for Flaxmere and the Rural/Heretaunga Plains areas. This would look as follows:

Māori Ward Option 5	Māori Electoral Population	No. Councillors per Ward	Population per Councillor	Deviation from Māori Wards average population per Councillor	% deviation from Māori Wards average population per Councillor
Hastings – Havelock North Māori Ward	7,310	1	7,310	-875	-10.69%
Flaxmere/Rural - Plains Māori Ward	9,060	1	9,060	875	10.69%
Totals	16,370	2	8,185		

This provides representation just outside the +/- 10% guidelines, however it is difficult to see a strongly coherent community of interest between the Flaxmere and Rural-Plains areas that would not be adequately represented in a single Māori Ward covering the whole District.

Concluding Thoughts

Given the above analysis, it is considered that having one Māori Ward covering the whole district provides fair and effective representation for the community of interest of Māori who opt to be on the Māori electoral roll. Members of the Heretaunga Takoto Noa Māori Standing Committee may have other options for structuring Wards that they wish to see Council consider.

2.0 EXAMINATION OF OPTIONS BASED ON INITIAL COUNCIL DIRECTION TO OFFICERS

2.1 Options Based on Existing Ward Structure

Option 1A – Hastings representation, as it is now, but with the addition of Māori ward/s, i.e. 14 general elected members from 5 wards plus 3 Māori elected members directly elected (for the purposes of this exercise let us have a single Māori Ward across the whole District but note that there may be options for more than 1 ward for defined communities of interest for Māori (e.g. based on rohe in Hastings District) – what do the figures look like:

Ward – Option 1A	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
Hastings – Havelock North	42,800	8	5,350	235	4.59%
Flaxmere	6,880	2	3,440	-1,675	-32.75%
Heretaunga	10,500	2	5,250	135	2.64%
Mohaka	5,940	1	5,940	825	16.13%
Kahurānaki	5,490	1	5,490	375	7.33%
Total General	71,610	14	5,115		
Māori Ward	16,370#	3	5,457^		
Totals	87,980#	17			

difference is in rounding ^indicative purposes only

Flaxmere (significantly over represented) and Mohaka (under represented) Wards are non-compliant.

Option 1B – Hastings representation, as it is now with one less Flaxmere Ward Councillor, but with the addition of Māori ward/s, i.e. 13 general elected members from 5 wards plus 3 Māori elected members directly elected (for the purposes of this exercise let us have a single Māori Ward across the whole District but note that there may be options for more than 1 ward for defined communities of interest for Māori (e.g. based on rohe) in Hastings District) – what do the figures look like:

Ward – Option 1B	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
Hastings – Havelock North	42,800	8	5,350	158	2.9%
Flaxmere	6,880	1	6,880	1,372	24.9%
Heretaunga	10,500	2	5,250	-258	-4.68%
Mohaka	5,940	1	5,940	432	7.8%
Kahurānaki	5,490	1	5,490	-18	-0.33%
Total General	71,610	13	5,508		
Māori Ward	16,370#	3	5,457^		
Totals	87,980#	16			

difference is in rounding ^indicative purposes only

Flaxmere Ward significantly under represented.

Option 1C

Based on current ward structure with Hastings and Flaxmere representation reduced by one councillor each, but with the addition of Māori ward/s, i.e. 12 general elected members from 5 wards plus 3 Māori members directly elected from a single Maori ward:

Ward – Option 1C	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
Hastings – Havelock North	42,800	7	6,114	146	2.45%
Flaxmere	6,880	1	6,880	912	15.28%
Heretaunga	10,500	2	5,250	-718	-12.03%
Mohaka	5,940	1	5,940	-28	-0.47%
Kahurānaki	5,490	1	5,490	-478	-8.0%
Total General	71,610	12	5,968		
Māori Ward	16,370#	3	5,457^		
Totals	87,980#	15			

Flaxmere (under represented) and Heretaunga (slightly over represented) Wards are non-compliant.

Option 1D – If the decision is that 14 elected members in total (plus the Mayor) provides for good governance of Hastings District, and Māori ward/s are introduced, then there will be 3 positions for direct Māori representation and 11 from the existing general wards. How might that look using the current population estimates?

Ward – Option 1D	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
Hastings – Havelock North	42,800	6	7,133	623	9.57%
Flaxmere	6,880	1	6,880	370	5.68%
Heretaunga	10,500	2	5,250	-1,260	-19.35%
Mohaka	5,940	1	5,940	-570	-8.76%
Kahurānaki	5,490	1	5,490	-1,020	-15.67%
Total General	71,610	11	6,510		
Māori Ward	16,370#	3	5,457^		
Totals	87,980#	14			

difference is in rounding ^indicative purposes only

Kahurānaki and Heretaunga (both over-represented) are non-compliant. It would seem based on previous reviews that good arguments could be promoted for Kahurānaki to remain outside the +/- 10% compliance requirement because of its rural predominance although the extent it is non-compliant is quite high. What might the figures look like if we combine Mohaka and Kahurānaki into a single ward with a predominant rural/pastoral focus? (refer to Option 3)

Option 3 – An option combining Mohaka and Kahurānaki into a single rural ward with 14 elected members

Ward – Option 3	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings – Havelock North	42,800	6	7,133	623	9.57%
Flaxmere	6,880	1	6,880	370	5.68%
Heretaunga	10,500	2	5,250	-1,260	-19.35%
Mohaka – Kahurānaki Rural	11,430	2	5,715	-795	-12.21%
Total General	71,610	11	6,510		
Māori Ward	16,370#	3	5,457^		
Totals	87,980#	14			

difference is in rounding ^indicative purposes only

Heretaunga (over-represented) remain non-compliant and whilst the combined rural Mohaka-Kahurānaki Ward (also over-represented) is much closer to the 10% threshold, a good argument based on the rural/pastoral community of interest could be made for an exemption. It is still never-

the-less non-compliant. So, it would seem based on previous reviews that good arguments could be promoted for these two wards to remain outside the +/- 10% compliance requirement.

Section 3 - Other Representation Options

Option 2 – If the decision is that 10 elected members in total (plus the Mayor) provides for good governance of Hastings District, and Māori ward/s are introduced, then there will be 2 positions for direct Māori representation and 8 from the existing general wards. How might that look using the current population estimates?

Option 2 A – Current model but with a total of 10 elected members including 2 Māori seats

Ward – Option 2A	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
Hastings – Havelock North	42,800	4	10,700	1,749	19.54%
Flaxmere	6,880	1	6,880	-2,071	-23.14%
Heretaunga	10,500	1	10,500	1,549	17.31%
Mohaka	5,940	1	5,940	-3,011	-33.64%
Kahurānaki	5,490	1	5,490	-3,461	-38.67%
Total General	71,610	8	8,951		
Māori Ward	16,370#	2	8,185^		
Totals	87,980#	10			

difference is in rounding ^indicative purposes only

None of the current wards comply with only 10 elected members. Flaxmere, Mohaka and Kahurānaki are all over-represented whilst Hastings-Havelock North and Heretaunga are under-represented.

Option 2 A does not lend itself at all well for any compromise solution unless the changes are very significant e.g. combining Hastings-Havelock North and Flaxmere will leave the combined ward just outside the 10% threshold at 11.00% (under-represented) whereas combining the three other wards into a single rural ward will still leave it over-represented -18.33%.

Option 2 B – Option 2 but with a total of 12 elected members

Ward – Option 2B	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
Hastings – Havelock North	42,800	6	7,133	-28	-0.39%
Flaxmere	6,880	1	6,880	-281	-3.92%
Heretaunga	10,500	1	10,500	3,339	46.63%
Mohaka	5,940	1	5,940	-1,221	-17.05%
Kahurānaki	5,490	1	5,490	-1,671	-23.33%
Total General	71,610	10	7,161		
Māori Ward	16,370#	2	8,185^		
Totals	87,980#	12			

difference is in rounding ^indicative purposes only

Hastings-Havelock North and Flaxmere comply. Heretaunga is under-represented by a considerable threshold and Mohaka and Kahurānaki are both over-represented.

Option 2C – Option 2B with Single Rural Ward

Option 2 B has two compliant wards - Hastings-Havelock North and Flaxmere. Combining the other three wards (Mohaka, Kahurānaki and Heretaunga) into a single "rural ward" with 3 representatives would make that compliant also. The figures look like this:

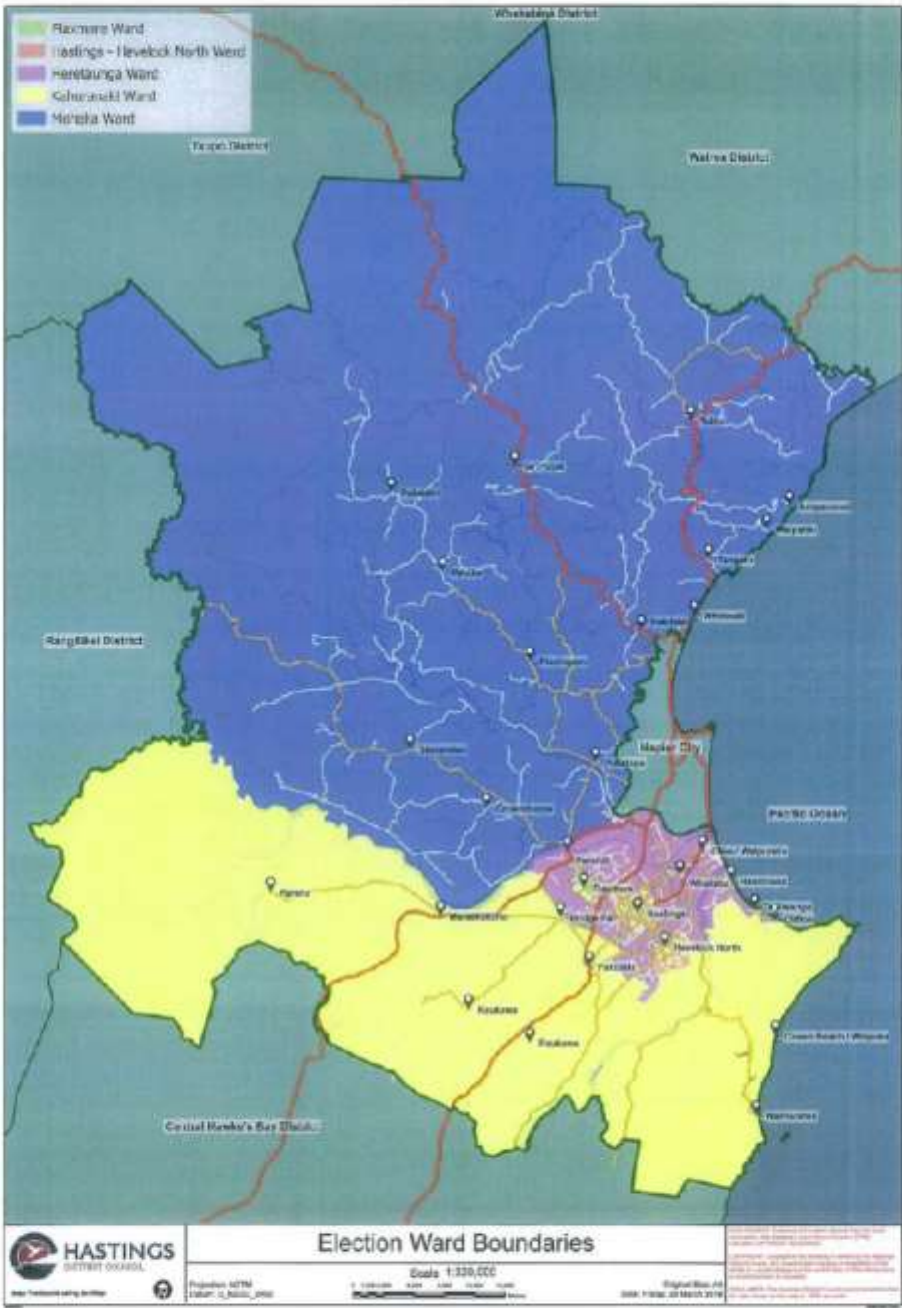
Ward – Option 2C	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
Hastings – Havelock North	42,800	6	7,133	-28	-0.39%
Flaxmere	6,880	1	6,880	-281	-3.92%
Rural Ward	21,930	3	7,310	149	2.08%
Total General	71,610	10	7,161		
Māori Ward	16,370#	2	8,185^		
Totals	87,980#	12			

difference is in rounding ^indicative purposes only

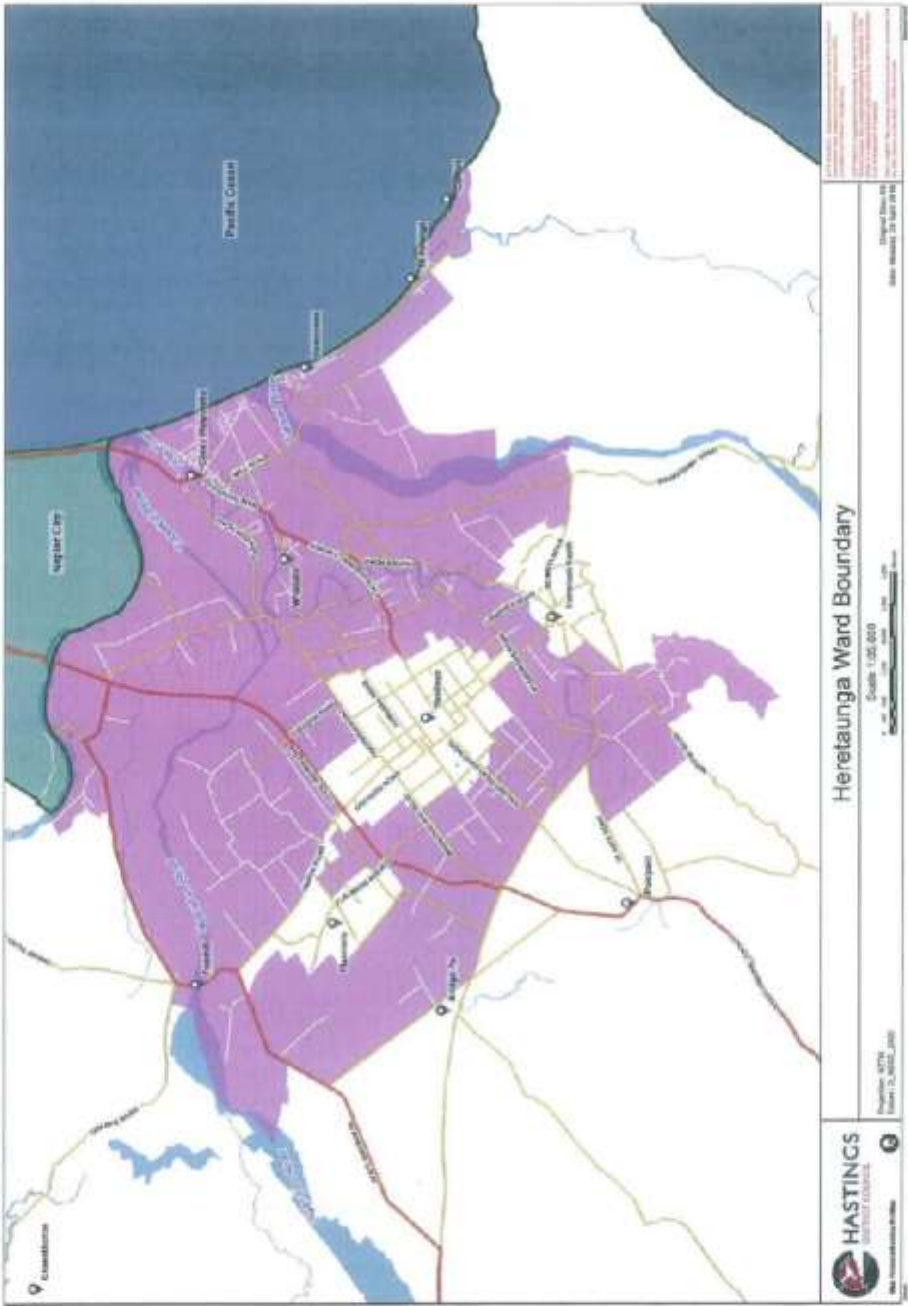
All Wards comply and are all well within the 10% threshold.

APPENDICES

Appendix II – Current Ward and Community Board Maps

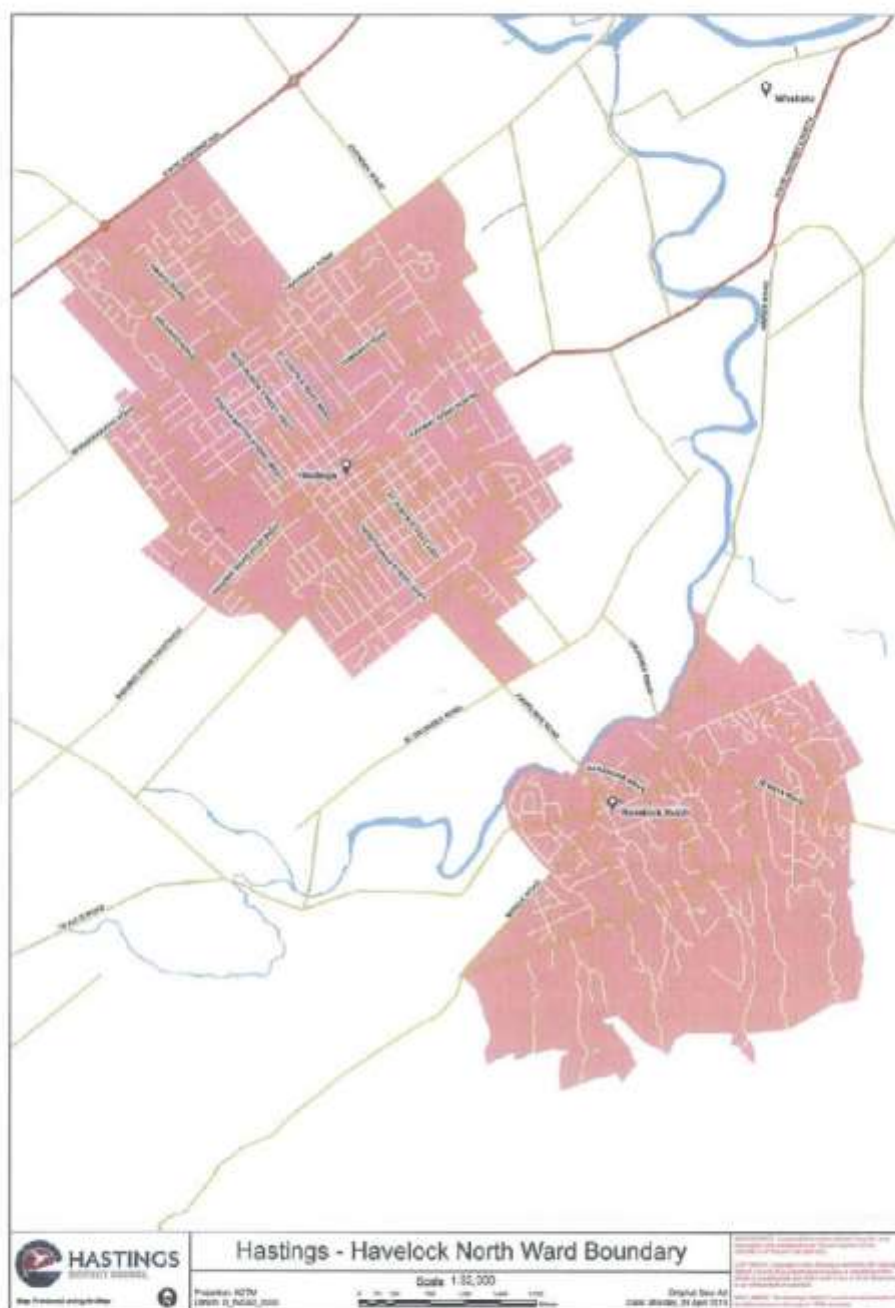


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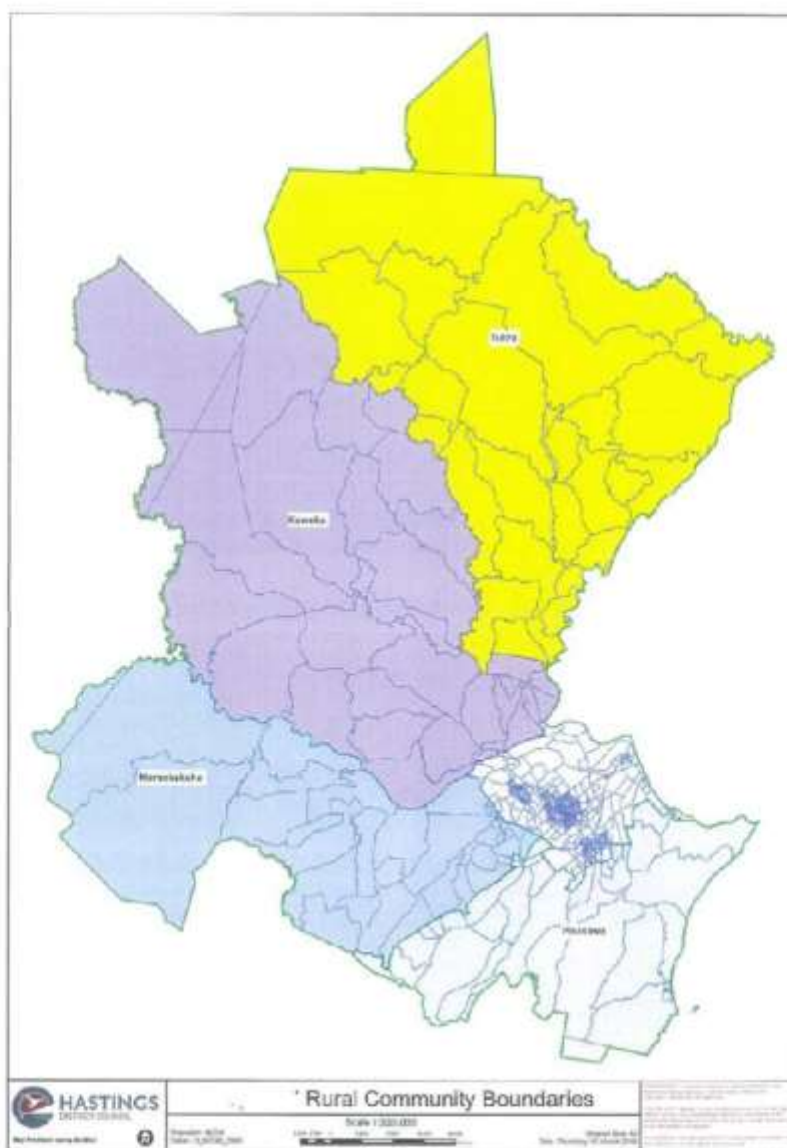
Item 7





Rural Community Grant Subdivision Donations by month

Abstract



Appendix II – Further Representation Options

There is some interest in the coastal settlements of Clive and Haumoana-Te Awanga also having a strong separate community of interest that differentiates it from the rest of Hastings District. What does that look like with the current population estimates?

Option 4 – As for option 2 but divide out the coastal settlements of Clive and Haumoana-Te Awanga into a separate ward as these coastal settlements have a distinct community of interest from both the rest of Heretaunga, which is largely horticultural, and the rest of Hastings District. The proposed new coastal ward would have 1 elected member and the total number of elected members would remain at 14.

Ward – Option 4	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
Hastings – Havelock North	42,800	6	7,133	623	9.57%
Flaxmere	6,880	1	6,880	370	5.68%
Heretaunga	6,936*	1	6,936	426	6.54%
Clive/Haumoana-Te Awanga Coastal	3,564*	1	3,564	-2,946	-45.25%
Mohaka	5,940	1	5,940	-570	-8.76%
Kahurānaki	5,490	1	5,490	-1,020	-15.67%
Total General	71,610	11	6,510		
Māori Ward	16,370#	3	5,457^		
Totals	87,980#	14			

#difference is in rounding

*indicative purposes only

^apportioned population estimate

Kahurānaki (over-represented) remains non-compliant and the proposed coastal ward of Clive/Haumoana-Te Awanga Coastal is way over-represented and is non-compliant. It would be difficult to justify the very considerable over representation of this coastal ward. A large number of people in whole meshblocks would need to be moved into this proposed coastal ward to make it compliant or near compliant. They can only come from Heretaunga and in the numbers required that would almost certainly split the community of interest that exists in the Heretaunga Ward.

Option 5 – Let's explore some, say 3 members, elected at-large. If we retain a total of 14 elected members this will reduce the number of Māori elected members to 2 because only the total number of elected members elected from wards (in this case 11, 2 Māori and 9 general) is used in the calculation. The effect of this is that those in the Māori Ward get to elect their own 2 directly elected members plus the 3 at-large. Those in the general wards get to elect their ward member/s plus the 3 elected at-large. For this exercise we will stay with the current ward structure which is well understood by the electors, with each ward being represented by at least 1 member.

Ward – Option 5	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
Hastings – Havelock North	42,800	5	8,560	603	7.58
Flaxmere	6,880	1	6,880	-1,077	-13.54
Heretaunga	10,500	1	10,500	2,543	31.96
Mohaka	5,940	1	5,940	-2,017	-25.35
Kahurānaki	5,490	1	5,490	-2,467	-31.00
Total General	71,610	9	7,957		
At-large	(87,980#)	3	n/a		
Māori Ward	16,370#	2	8,185 ^A		
Totals	87,980#	14			

difference is in rounding ^Aindicative purposes only

All general wards except Hastings-Havelock North are non-compliant. Flaxmere, Mohaka and Kahurānaki are all over-represented and Heretaunga is under-represented. Increasing the at-large number from 3 to say 6 or even 8 reduces the Māori numbers to 1 and renders at least 4 of the current wards non-compliant with the fairness threshold of 10%. Lower numbers of general ward members means wards have to be combined because separate representation cannot be justified.

This effectively shows that the current ward configuration does not work when the numbers of general elected members are reduced in total or by the inclusion of some members elected at-large.

Option 6 - Using the Council's Final Proposal in 2013 with separate wards for Hastings and Havelock North but adding Māori ward/s

Ward – Option 6	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
Hastings	28,477*	3	9,492	-738	-7.21
Havelock North	14,323*	1	14,323	4,093	40.01
Flaxmere	6,880	1	6,880	-3,350	-32.75
Heretaunga	10,500	1	10,500	270	2.64
Rural	11,430	1	11,430	1,200	11.73
Total General	71,610	7	10,230		
Māori Wards	16,370#	2	8,185 ^A		
Totals	87,980#	9			

difference is in rounding ^Aindicative purposes only *apportioned population estimate

Three general wards - Havelock North and Rural (both under-represented) and Flaxmere (over-represented) are non-compliant.

At the workshop held on 25 May 2021 some Councillors were still keen to look at options with Hastings and Havelock North as separate wards and what compromises would need to be made to make it compliant. Suggested possible meshblock changes included: Brookvale from Heretaunga to Hastings; Pakowhai Road/Evenston Road from Heretaunga to Hastings; and, the area around Waipatu Marae from Hastings to Heretaunga. Are there any other meshblock changes that would make sense from a community of interest perspective? There was also a suggestion to make Hastings/Havelock North contiguous by including the urban development along Napier Road.

Currently Hastings and Havelock North form a ward that is not contiguous. That is they are each separate urban areas that do not have a physical common boundary.

Waiting for GIS to identify, map and advise approximate MEP and GEP figures

Council request to explore further options with Hastings and Havelock North being separate wards and other changes to make the options comply or be near-compliant. Options 6A to 6F explore options with separate wards for Hastings and Havelock North, includes Māori ward/s, and with various numbers of councillors from 10 to 14. Options 6D (ii) and (iii) 6F combine Heretaunga with the combined Mohaka/Kahurangi to form a single Rural Ward.

Option 6A – Hastings Havelock North separate with 10 Councillors

Ward – Option 6A	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	3	9,492	541	6.04
Havelock North	14,323*	2	7,162	-1,789	-19.99
Flaxmere	6,880	1	6,880	-2,071	-23.14
Heretaunga	10,500	1	10,500	1,549	17.31
Rural	11,430	1	11,430	2,479	27.70
Total General	71,610	8	8,951		
Māori Wards	16,370#	2	8,185 ^A		
Totals	87,980#	10			

difference is in rounding *indicative purposes only ^Aapportioned population estimate

Only Hastings Ward complies. The other four general wards are non-compliant - Havelock North and Flaxmere are both over-represented) and Heretaunga and Rural are under-represented.

Option 6A (i) – Hastings Havelock North separate with 10 Councillors (3 elected at-large)

Ward – Option 6A (i)	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	2	14,239	2,304	19.30
Havelock North	14,323*	1	14,323	2,388	20.01
Flaxmere	6,880	1	6,880	-5,055	-42.35
Heretaunga	10,500	1	10,500	-1,435	-12.02
Rural	11,430	1	11,430	-505	-4.23
Total General	71,610	6	11,935		
Māori Wards	16,370#	1	16,370 ^A		
At-large	(87,980)#	3			
Totals	87,980#	10			

difference is in rounding *indicative purposes only ^Aapportioned population estimate

Only the Rural Ward complies in this option. The other four general wards are non-compliant - Heretaunga and Flaxmere are both over-represented and Hastings and Havelock North are under-represented.

Option 6B – Hastings Havelock North separate with 11 Councillors

Ward – Option 6B	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	4	7,119	-838	-10.53
Havelock North	14,323*	2	7,162	-795	-9.99
Flaxmere	6,880	1	6,880	-1,077	-13.54
Heretaunga	10,500	1	10,500	2,543	31.96
Rural	11,430	1	11,430	3,473	43.65
Total General	71,610	9	7,957		
Māori Wards	16,370#	2	8,185 ^A		
Totals	87,980#	11			

difference is in rounding

^Aindicative purposes only

^Aapportioned population estimate

Hastings and Flaxmere are outside the threshold and are non-compliant. Heretaunga and Rural are both way under-represented.

Option 6B (i) – Hastings Havelock North separate with 11 Councillors (3 elected at-large)

Ward – Option 6B (i)	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	3	9,492	-738	-7.21
Havelock North	14,323*	1	14,323	4,093	40.01
Flaxmere	6,880	1	6,880	-3,350	-32.75
Heretaunga	10,500	1	10,500	270	2.64
Rural	11,430	1	11,430	1,200	11.73
Total General	71,610	7	10,230		
Māori Wards	16,370#	1	16,370 ^A		
At-large	(87,980)#	3			
Totals	87,980#	11			

difference is in rounding

^Aindicative purposes only

^Aapportioned population estimate

Havelock North and Rural are under-represented and Flaxmere is over-represented – all three are outside the 10% threshold. Hastings and Heretaunga comply.

Option 6C – Hastings Havelock North separate with 12 Councillors

Ward – Option 6C	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	4	7,119	-42	-0.59
Havelock North	14,323*	2	7,162	1	0.01
Flaxmere	6,880	1	6,880	-281	-3.92
Heretaunga	10,500	1	10,500	3,339	46.63
Rural	11,430	2	5,715	-1,446	-20.19
Total General	71,610	10	7,161		
Māori Wards	16,370#	2	8,185 ^A		
Totals	87,980#	12			

difference is in rounding *indicative purposes only ^Aapportioned population estimate

Heretaunga is under-represented and Rural is over-represented. Hastings, Havelock North and Flaxmere comply.

Option 6C (i) – Hastings Havelock North separate with 12 Councillors (3 elected at-large)

Ward – Option 6C (i)	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	3	9,492	-738	-7.21
Havelock North	14,323*	1	14,323	4,093	40.01
Flaxmere	6,880	1	6,880	-3,350	-32.75
Heretaunga	10,500	1	10,500	270	2.64
Rural	11,430	1	11,430	1,200	11.73
Total General	71,610	7	10,230		
Māori Wards	16,370#	2	8,185 ^A		
At-large	(87,980)#	3			
Totals	87,980#	12			

difference is in rounding *indicative purposes only ^Aapportioned population estimate

Havelock North and Rural are under-represented while Flaxmere is over-represented. Hastings, and Heretaunga comply.

Option 6D – Hastings Havelock North separate with 13 Councillors

Ward – Option 6D	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	4	7,119	609	9.35
Havelock North	14,323*	2	7,162	652	10.02
Flaxmere	6,880	1	6,880	370	5.68
Heretaunga	10,500	2	5,250	-1,260	-19.35
Rural	11,430	2	5,715	-795	-12.21
Total General	71,610	11	6,510		
Māori Wards	16,370#	2	8,185 ^A		
Totals	87,980#	13			

difference is in rounding

*indicative purposes only

^Aapportioned population estimate

Heretaunga and Rural are over-represented while Havelock North is just outside the 10% threshold. Hastings and Flaxmere comply.

Option 6D (i) – Hastings Havelock North separate with 13 Councillors (3 elected at-large)

Ward – Option 6D (i)	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	3	9,492	541	6.04
Havelock North	14,323*	2	7,162	-1,789	-19.99
Flaxmere	6,880	1	6,880	-2,071	-23.14
Heretaunga	10,500	1	10,500	1,549	17.31
Rural	11,430	1	11,430	2,479	27.70
Total General	71,610	8	8,951		
Māori Wards	16,370#	2	8,185 ^A		
At-large	(87,980)#	3			
Totals	87,980#	13			

difference is in rounding

*indicative purposes only

^Aapportioned population estimate

Heretaunga and Rural are under-represented while Havelock North and Flaxmere are over-represented. Hastings complies.

Option 6D (ii) – Hastings Havelock North separate with 13 Councillors, 2 Māori Representatives and a single Rural Ward

Ward – Option 6D (ii)	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	4	7,119	609	9.35
Havelock North	14,323*	2	7,162	652	10.02
Flaxmere	6,880	1	6,880	370	5.68
Rural Ward	21,930	4	5,483	-1,027	-15.78
Total General	71,610	11	6,510		
Māori Wards	16,370#	2	8,185 ^A		
Totals	87,980#	13			

difference is in rounding ^Aindicative purposes only ^Bapportioned population estimate

Havelock North is just outside the 10% threshold and Rural is over-represented. Hastings and Flaxmere comply.

Option 6 D (iii) – Hastings Havelock North separate with 12 Councillors, 2 Māori Representatives and a single Rural Ward

Ward – Option 6D (iii)	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	4	7,119	-42	-0.59
Havelock North	14,323*	2	7,162	1	0.01
Flaxmere	6,880	1	6,880	-281	-3.92
Rural Ward	21,930	3	7,310	149	2.08
Total General	71,610	10	7,161		
Māori Wards	16,370#	2	8,185 ^A		
Totals	87,980#	12			

difference is in rounding ^Aindicative purposes only ^Bapportioned population estimate

All wards comply.

Option 6E – Hastings Havelock North separate with 14 Councillors (same as 6D with 3 Māori representatives)

Ward – Option 6E	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	4	7,119	609	9.35
Havelock North	14,323*	2	7,162	652	10.02
Flaxmere	6,880	1	6,880	370	5.68
Heretaunga	10,500	2	5,250	-1,260	-19.35
Rural	11,430	2	5,715	-795	-12.21
Total General	71,610	11	6,510		
Māori Wards	16,370#	3	5,457 ^A		
Totals	87,980#	14			

difference is in rounding

^Aindicative purposes only^Aapportioned population estimate

Heretaunga and Rural are over-represented and Havelock North is just outside the 10% threshold.

Option 6E (i) – Hastings Havelock North separate with 14 Councillors but 3 elected at-large

Ward – Option 6E (i)	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	4	7,119	-838	-10.53
Havelock North	14,323*	2	7,162	-795	-9.99
Flaxmere	6,880	1	6,880	-1,077	-13.54
Heretaunga	10,500	1	10,500	2,543	31.96
Rural	11,430	1	11,430	3,473	43.65
Total General	71,610	9	7,957		
Māori Wards	16,370#	2	8,185 ^A		
At-large	(87,980)#	3			
Totals	87,980#	14			

difference is in rounding

^Aindicative purposes only^Aapportioned population estimate

Heretaunga and Rural are under-represented and Hastings and Flaxmere are over-represented. Havelock North complies.

Option 6F – Hastings Havelock North separate and a single rural ward with 14 Councillors

Ward – Option 6F	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	4	7,119	609	9.35
Havelock North	14,323*	2	7,162	652	10.02
Flaxmere	6,880	1	6,880	370	5.68
Rural (Incl. Heretaunga)	21,930	4	5,483	-1,027	-15.78
Total General	71,610	11	6,510		
Māori Wards	16,370#	3	5,457^		
Totals	87,980#	14			

difference is in rounding *indicative purposes only ^apportioned population estimate

Rural (including Heretaunga) is over-represented and Havelock North is just outside the threshold. Hastings and Flaxmere comply.

Option 6F (i) – Hastings Havelock North separate and a single rural ward with 14 Councillors (3 elected at-large)

Ward – Option 6F (i)	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	4	7,119	-838	-10.53
Havelock North	14,323*	2	7,162	-795	-9.99
Flaxmere	6,880	1	6,880	-1,077	-13.54
Heretaunga	10,500	1	10,500	2,543	31.96
Rural	11,430	1	11,430	3,473	43.65
Total General	71,610	9	7,957		
Māori Wards	16,370#	2	8,185^		
At-large	(87,980)#	3			
Totals	87,980#	14			

difference is in rounding *indicative purposes only ^apportioned population estimate

Flaxmere and Hastings are over-represented and Heretaunga and Rural are under-represented. Havelock North complies.

Option 7 – Council's final proposal in 2013 (excluding the additional community board options) but with Hastings and Havelock North remaining a single non-contiguous ward and adding Māori Ward/s

Ward – Option 7	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings – Havelock North	42,800	4	10,700	470	4.59
Flaxmere	6,880	1	6,880	-3,350	-32.75
Heretaunga	10,500	1	10,500	270	2.64
Rural	11,430	1	11,430	1,200	11.73
Total General	71,610	7	10,230		
Māori Wards	16,370#	2	8,185^		
Totals	87,980#	9			

difference is in rounding

^indicative purposes only

^apportioned population estimate

Flaxmere (significantly over-represented) and Rural (under-represented) are non-compliant.

Option 8 – Council's Final Proposal in 2013 (excluding the additional community board options) but with separate wards for Hastings and Havelock North, adding Māori Ward/s and increasing the total number of elected members to 12.

Ward – Option 8	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings	28,477*	5	5,695	-1,466	-20.47
Havelock North	14,323*	2	7,162	1	0.01
Flaxmere	6,880	1	6,880	-281	-3.92
Heretaunga	10,500	1	10,500	3,339	46.63
Rural	11,430	1	11,430	4,269	59.61
Total General	71,610	10	7,161		
Māori Wards	16,370#	2	8,185^		
Totals	87,980#	12			

difference is in rounding

^indicative purposes only

^apportioned population estimate

Hastings is over-represented and Heretaunga and the Rural Ward are significantly under-represented. All three are significantly outside the 10% threshold.

Option 9 – Simple Urban/Rural split with Māori Wards and 14 Councillors

Ward – Option 9	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Urban Ward – Hastings/Havelock North/Flaxmere	49,680	8	6,210	-300	-4.61
Rural Ward – Heretaunga/Mohaka/Kahurānaki	21,930	3	7,310	800	12.29
Total General	71,610	11	6,510		
Māori Wards	16,370#	3	5,457^		
Totals	87,980#	14			

difference is in rounding

^indicative purposes only

*apportioned population estimate

The Rural Ward is under-represented.

Option 9A – Simple Urban/Rural split with Māori Wards and 14 Councillors and 3 elected at-large

Ward – Option 9A	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Urban Ward – Hastings/Havelock North/Flaxmere	49,680	6	8,280	323	4.06%
Rural Ward – Heretaunga/Mohaka/Kahurānaki	21,930	3	7,310	-647	-8.13%
Total General	71,610	9	7,957		
Māori Wards	16,370#	2	8,185^		
At-large	(87,980)#	3			
Totals	87,980#	14			

difference is in rounding

^indicative purposes only

Both wards comply. Urban electors get to vote for 6 + 3 at-large (9), Rural electors get to vote for 3 + 3 (6) and Māori electors get to vote for 2 + 3 (5)

Option 10 – Same as Option 9 (urban rural split) but with 12 elected members

Ward – Option 10	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Urban Ward – Hastings/Havelock North/Flaxmere	49,680	7	7,097	-64	-0.89%
Rural Ward – Heretaunga/Mohaka/Kahurānaki	21,930	3	7,310	149	2.08%
Total General	71,610	10	7,161		
Māori Wards	16,370#	2	8,185^		
Totals	87,980#	12			

difference is in rounding ^indicative purposes only

Both wards comply.

Option 11 – Same as Option 9 (urban rural split) but with 12 elected members, and 3 elected at-large

Ward – Option 11	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Urban Ward – Hastings/Havelock North/Flaxmere	49,680	5	9,936	-294	-2.87
Rural Ward – Heretaunga/Mohaka/Kahurānaki	21,930	2	10,965	735	7.18
Total General	71,610	7	10,230		
Māori Wards	16,370#	2	8,185^		
At-large	(87,980)#	3			
Totals	87,980#	12			

difference is in rounding ^indicative purposes only

This is a fully compliant option. Urban electors get to vote for 5 + 3 at-large (8), Rural electors get to vote for 2 + 3 (5) and Māori electors get to vote for 2 + 3 (5)

Option 12 – Same as Option 10 (urban/rural split and 12 elected members) but retaining Flaxmere as a separate Ward

Ward – Option 12	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings/Havelock North	42,800	6	7,133	-28	-0.39
Flaxmere	6,880	1	6,880	-281	-3.92
Rural Ward – Heretaunga/Mohaka/Kahurānaki	21,930	3	7,310	149	2.08
Total General	71,610	10	7,161		
Māori Wards	16,370#	2	8,185 [^]		
Totals	87,980#	12			

difference is in rounding [^]indicative purposes only

Retaining the total number of elected members at 12 as in Option 10 but with Flaxmere a separate ward still produces a fully compliant option.

Option 13 – Same as Option 10 (urban/rural split and 12 elected members) but retaining Flaxmere as a separate Ward and having 3 members elected at-large

Ward – Option 13	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings/Havelock North	42,800	4	10,700	470	4.59
Flaxmere	6,880	1	6,880	-3,350	-32.75
Rural Ward – Heretaunga/Mohaka/Kahurānaki	21,930	2	10,965	735	7.18
Total General	71,610	7	10,230		
Māori Wards	16,370#	2	8,185 [^]		
At-large	(87,980)#	3			
Totals	87,980#	12			

difference is in rounding [^]indicative purposes only

Flaxmere Ward over represented.

Option 14 – A single General Ward and single Māori Ward

Ward – Option 14	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
General Ward	71,610	11	6,510 [^]	n/a	n/a
Māori Ward	16,370 [#]	3	5,457 [^]		
Totals	87,980 [#]	14			

difference is in rounding

[^]indicative purposes only

Note that this is two wards (1 general and 1 Māori) i.e. although each is a separate ward and each covers the whole of Hastings District, there are no members elected at-large. The +/- 10% rule does not apply between general and Māori wards although it is worth noting too that the representation in each of the general and Māori options is relatively equitable. Effective representation for the rural community of interest would be difficult to achieve.

Option 14A – A single General Ward and single Māori Ward (with 3 elected at-large)

Ward – Option 14A	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
General Ward	71,610	9	7,957 [^]	n/a	n/a
Māori Ward	16,370 [#]	2	8,185 [^]		
At-large	(87,980) [#]	3			
Totals	87,980 [#]	14			

difference is in rounding

[^]indicative purposes only**Option 14B – A single General Ward and single Māori Ward (with 5 elected at-large)**

Ward – Option 14B	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
General Ward	71,610	7	10,230 [^]	n/a	n/a
Māori Ward	16,370 [#]	2	8,185 [^]		
At-large	(87,980) [#]	5			
Totals	87,980 [#]	14			

difference is in rounding

[^]indicative purposes only

Appendix III

Legislative Requirements:

TERRITORIAL AUTHORITIES		Local Electoral Act (LEA) 2001
Mayor	To be elected by the electors of the district as a whole	s19B
Membership [Excluding Mayor]	To be not less than 5 nor more than 29 councillors.	s19A
Basis of election	Options of: <ul style="list-style-type: none"> • all councillors elected by wards • some councillors elected by wards and some at-large • all councillors elected at-large. <p>Each ward must elect at least one councillor, and each councillor representing a ward must be elected by the electors of that ward.</p> <p>If there are no wards, councillors are elected by the electors of the district as a whole.</p>	s19C
Representation	Arrangements must: <ul style="list-style-type: none"> • provide effective representation of communities of interest within the district • if the district is divided into wards, ensure that electors receive fair representation having regard to the +/-10% population rule provided in section 19V(2) • ensure that ward boundaries coincide with current statistical meshblock areas • ensure that ward boundaries, as far as practicable, coincide with community boundaries <p>Section 19V(3)(a) provides grounds for not complying with the +/-10% rule as set out in section 19V(2).</p> <p>For territorial authorities and communities, these relate to:</p> <ul style="list-style-type: none"> • effective representation for island or isolated communities; • where non-compliance would limit effective representation of communities of interest by dividing a community of interest between wards or subdivisions; • where non-compliance would limit effective 	s19T, s19V, s19X

TERRITORIAL AUTHORITIES		Local Electoral Act (LEA) 2001
	<p>representation of communities of interest by uniting within a ward or subdivision two or more communities of interest with few commonalities of interest.</p> <p>All exceptions to the +/-10% rule must be approved by the Local Government Commission. The approval of the Commission is required whether or not appeals or objections are lodged against a territorial authority's decision.</p>	
COMMUNITY BOARDS		
Membership	<p>To be not less than four nor more than 12 members and:</p> <ul style="list-style-type: none"> • must include at least four elected members • may include appointed members who must be members of, and appointed by, the territorial authority for the district in respect of which the community is constituted. <p>If the territorial authority is divided into wards, the appointed members must represent a ward in which the community is situated.</p> <p>The number of appointed members must be less than half the total number of members.</p>	s19F
Basis of election	<p>A community may be subdivided for electoral purposes and, if so, each subdivision must elect at least one member.</p> <p>If the community comprises two or more whole wards of the territorial authority, the members may be elected by the electors of each ward.</p> <p>If the community is not subdivided or divided by wards, then the members must be elected by the electors of the community as a whole.</p> <p>If the community is subdivided, members representing a subdivision must be elected by the electors of that subdivision.</p> <p>If the community is divided by wards, members representing each ward must be elected by the electors of that ward.</p>	s19G
Representation	<p>Arrangements must:</p> <ul style="list-style-type: none"> • provide effective representation of communities of interest within the community and fair representation of electors • have regard to such of the criteria as apply to local government reorganisation under the Local Government Act 	s19V, s19W, s19X

TERRITORIAL AUTHORITIES	Local Electoral Act (LEA) 2001
	<p>2002 as are considered appropriate in the circumstances</p> <ul style="list-style-type: none"> • with respect to any subdivision, ensure the electors of the subdivision receive fair representation having regard to the +/- 10% population rule provided in section 19V(2) • ensure the boundaries of every community and of every subdivision of a community coincide with the boundaries of current statistical meshblock areas <p><i>Section 19V(3)(a) provides grounds for not complying with the +/-10% rule as set out in section 19V(2).</i></p> <p>For territorial authorities and communities, these relate to:</p> <ul style="list-style-type: none"> • effective representation for island or isolated communities; • where non-compliance would limit effective representation of communities of interest by dividing a community of interest between wards or subdivisions; • where non-compliance would limit effective representation of communities of interest by uniting within a ward or subdivision two or more communities of interest with few commonalities of interest. <p>All exceptions to the +/-10% rule must be approved by the Local Government Commission. The approval of the Commission is required whether or not appeals or objections are lodged against a territorial authority's decision.</p>

Further Legislative Requirements:

Date by	Action	Commentary	Statutory ref
2020 to early 2021	Obtain the most up-to-date population estimates. Identify a range of possible representation models. Undertake preliminary consultation with the public on options.	Not legal requirements but recommended as good practice.	
Between 1 March 2020 and 25 August 2021 (for full 14 day period prior to public notice)	<p>Territorial authority must determine by resolution:</p> <ul style="list-style-type: none"> whether councillors are to be elected by the electors of the district as a whole, the electors of two or more wards, or a mixture of both options if councillors are to be elected by the district as a whole, the proposed number of councillors to be elected if councillors are to be elected by a mix of wards/at-large, the proposed number to be elected by the district as a whole and the proposed number to be elected by two or more wards if councillors are to be elected by wards, the proposed name and boundaries of each ward, and the number of councillors proposed to be elected by the electors of each ward <p>In making this resolution, territorial authorities must comply with requirements for effective representation of communities of interest and fair representation for electors.</p>	<p><i>Section 19H</i> is to be read in conjunction with <i>section 19ZH</i> and <i>Schedule 1A</i> in relation to the establishment of Māori wards.</p> <p>Resolutions cannot be passed any earlier than 1 March 2021 (a new legislative requirement) to ensure the use of most up-to-date population estimates and for receipt of poll demands on the electoral system or Māori wards. If a valid poll demand is received, the resolution will have to follow the holding of the poll i.e. after 21 May 2018.</p> <p>Refer to <i>sections 19T, 19V, 19W</i> and the Local Government Commission's guidelines concerning communities of interest and fair and effective representation.</p>	<p><i>s19H,</i> <i>s19J,</i> <i>s19K,</i> <i>s19T,</i> <i>s19V,</i> <i>s19W s19ZH</i> <i>Schedule 1A:</i> <i>cls 1, 2, 5, 6,</i> <i>7</i></p>

	<p>Territorial authority must also determine by resolution:</p> <ul style="list-style-type: none"> • whether there should be communities and community boards and, if so, the nature of those communities and the structure of community boards including: • how many communities should be constituted • details of any existing communities that should be abolished or united with others • any boundary alterations that may be necessary • whether any communities should be subdivided for electoral purposes or continue to be subdivided • any alterations to existing subdivisions • the number of members of the boards, including those elected and those appointed • whether the members who are to be elected will be elected by: <ul style="list-style-type: none"> - the community as a whole - subdivisions - wards • where there are subdivisions: <ul style="list-style-type: none"> - the names and boundaries of those subdivisions - the number of members for each subdivision. <p>In making this resolution, territorial authorities must comply with requirements for effective representation of communities of interest and fair representation for electors.</p> <p>If local boards have been established for the territorial authority district, the territorial authority must determine by resolution:</p>	<p>Refer to section 19J(1).</p> <p>The community board review process applies to all territorial authorities carrying out reviews, not just those that have community boards. Each territorial authority must, as a part of its representation review, consider whether community boards are necessary to provide fair and effective representation for individuals and communities in its district.</p>	
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	<ul style="list-style-type: none"> the proposed number of elected members if provided for by an Order in Council under s 25 of the <i>Local Government Act 2002</i>, the proposed number of appointed members whether the elected members will be elected by: <ul style="list-style-type: none"> the electors of the local board area as a whole subdivisions of the local board area wards where there are subdivisions; <ul style="list-style-type: none"> the names and boundaries of those subdivisions <p>The number of members for each subdivision</p> where there are wards, the number of members for each ward the proposed name of any local board <p>Refer to section 19ZH and Schedule 1A with respect to Māori wards.</p> <p>As soon as practicable after passing the resolution, the territorial authority must send a copy to:</p> <ul style="list-style-type: none"> Local Government Commission Surveyor-General Government Statistician Remuneration Authority Regional council. 	<p>Refer to section 19H</p> <p>The following matters can only be dealt with through the reorganisation process under Schedule 3 of the <i>Local Government Act 2002</i>:</p> <ul style="list-style-type: none"> the establishment, union or abolition of local boards alteration of the external boundaries of the local board area whether or not a local board has a chairperson elected by the electors of local board area whether or not the local board has appointed members. 	s19L
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Hastings District Council

REPRESENTATION REVIEW

Second Discussion Document

July 2021

Note: The population figures used in this document are drawn from the latest applicable population estimates issued by Statistics New Zealand for the purposes of the conduct of this Representation Review. The figures are from the population estimates dated 30 June 2020, based on the 2018 Census. They are population estimates, not precise figures. Where figures or totals do not exactly match, this is due to rounding errors in the estimates and/or different estimates issued at different times in relation to different representation issues (e.g., Council wards, Community Boards). The final population estimates used for the Representation Review will undergo certification by the Government Statistician in accordance with Section 19X of the Local Electoral Act 2001.

Hastings District Council – Representation Review 2021

Second Discussion Document

Introduction

The Council's decision to introduce Māori Electoral Ward/s for the 2022 Local Government Elections triggered a requirement to undertake a Representation Review within a compressed timeframe. The Council is required to adopt a set of representation options as an initial proposal (target date 19 August 2021), consult with the public and consider submissions, and adopt a final proposal for public notification (target date 14 October 2021). Included within the scope of the Representation Review is the number and basis of election of Councillors, whether or not to have a Community Board or Boards and the number and basis of election of Board Members.

In undertaking the Review to date, Council has held two workshops and a follow up discussion and has considered an extensive Discussion Document containing a wide range of options and variations thereon. The first workshop, held in May 2021, gave Council the opportunity to be briefed on the issues to be considered in the Representation Review and to give broad direction on the matters that should be considered more closely within the review. Building on this feedback, a Discussion Document was prepared which canvassed the legal framework, process and requirements for the Representation Review, various representation options, including considerations and options arising out of the introduction of Māori Ward/s, and the matters and options highlighted by Councillors in their first workshop. This Discussion Document was circulated to Councillors, members of the Heretaunga Takoto Noa Māori Standing Committee, and members of the Rural Community Board.

Key requirements in the Representation Review process include determining the number of Councillors required for the good governance of the District, identifying/reviewing communities of interest, ensuring effective representation of those communities of interest and seeking to achieve fair representation between any Wards established to represent those various communities of interest. The +/-10% 'rule' is an important guide in assessing fair representation.

Following circulation and consideration of the Discussion Document, the second Council workshop was held on 6 July 2021. After taking into account the key requirements of the Representation Review, the workshop resulted in staff and advisors being asked to prepare this second Discussion Document exploring three representation options in further detail. Subsequent discussions refined those three options to those that are assessed below. The workshop also resulted in near-consensus views being reached on a number of key representation issues.

Representation Matters – Issues of Near Consensus

Pending advice from the Heretaunga Takoto Noa Māori Standing Committee and the Rural Community Board, Councillors have reached a reasonably high level of consensus on the following representation matters:

1. There are distinct communities of interest within the Hastings District. There is a Rural community of interest that is more distant from urban areas and services and associated with pastoral farming, forestry activity and rural and marae-based villages. There is a Heretaunga Plains community of interest associated with horticultural and viticultural activity on highly productive soils, and plains and coastal villages. Flaxmere is a distinct urban area with large Māori and Pasifika communities and higher relative levels of socio-economic deprivation. Hastings and Havelock North are the larger urban areas within the District with a wide range of services and commercial and industrial activity.

2. The current five ward structure (namely Mohaka, Kahuranaki, Heretaunga, Flaxmere and Hastings-Havelock North) is considered to largely reflect and effectively represent the communities of interest that have been identified. Given its geographic spread, the Rural community of interest is generally considered to be most effectively represented by two wards rather than one, with a separate ward for the plains and coastal villages area. There is however some interest in examining a single 'rural' ward encompassing the current Mohaka, Kahurānaki and Heretaunga ward areas. There was also some discussion as to whether a small tweak to the ward structure, separating Hastings and Havelock North into separate wards, might provide even more effective representation of communities of interest, however this has not been advanced as an option.
3. The Rural Community Board is regarded as providing effective representation to the rural communities of interest and should remain in place.
4. The current number of members, basis of election and subdivision structure for the Rural Community Board is regarded as providing effective representation for the rural communities of interest.
5. There is no strong community demand for additional Community Boards evident at this time in order to provide for more effective representation for communities of interest. However, one of the options explored below does provide for the option of a Community Board for the Heretaunga area in the context of an enlarged Rural ward, should the community want one.
6. The current number of Councillors is largely regarded as providing for the good governance and effective representation for the District. There appears little support for reducing that number. Given the addition of Māori Ward/s, an additional Councillor could be considered if it would help achieve fair representation across the ward structure.
7. A single Māori Ward with three Māori Ward members is considered to be the most straightforward and fair model for effective Māori representation.
8. Electing some Councillors at large is not regarded as adding any benefits in terms of effective representation.

Representation Options to be Further Considered

Having considered a large number of options and variations for representation arrangements for the Council, Councillors have asked for three representation options to be further examined. These are outlined below.

It is noted that the population numbers used are indicative at this stage as finalisation of population estimates and certification still need to occur.

Option A – 15 Councillors, Five General Ward Structure, Single Māori Ward with Three Members
(Option 1C in the first Discussion Document)

This option retains the current five ward structure. A total of 15 Councillors are elected – 12 from five general electoral wards and three from a single Māori Ward.

Ward – Option A (previously 1C)	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
Hastings-Havelock North	42,800	7	6,114	146	2.45%
Flaxmere	6,880	1	6,880	912	15.28%
Heretaunga	10,500	2	5,250	-718	-12.03%
Mohaka	5,940	1	5,940	-28	-0.47%
Kahurānaki	5,490	1	5,490	-478	-8.0%
Total General	71,610	12	5,968		
Māori Ward	16,370#	3	5,457^		
Totals	87,980#	15			

difference is in rounding

^indicative purposes only

Under this option, two of the wards do not fit within the +/-10% requirement. The Heretaunga Ward, at a -12.03% deviation below the average general population per Councillor, is over-represented although not by a large margin. Of likely greater significance, the Flaxmere Ward, at a 15.28% deviation above the average general population per Councillor, is under-represented.

There is a reasonably strong case that can be made for the Heretaunga Ward to be over-represented to a small degree. The ward comprises an identifiable set of communities of interest, based around horticultural and viticultural land-use, lifestyle blocks and plains and coastal villages, that have been grouped together for electoral purposes for a significant period. Given the sound rationale underpinning the current ward structure, it is preferable that the Heretaunga Ward is slightly over-represented rather than significantly under-represented as would be the case if the number of Councillors representing it was reduced to one.

The under-representation of Flaxmere is likely to present more of an issue however in terms of gaining Local Government Commission approval of a proposal with wards outside of the +/-10% fair representation requirement. Flaxmere is a strongly identifiable community of interest, with large Māori and Pasifika communities, higher relative levels of socio-economic deprivation and less commercial and community services than the other urban areas of the District. Trying to put oneself in the shoes of the Local Government Commissioners, it is easy to envisage that they may have considerable difficulty in signing off on a set of arrangements that sees Flaxmere under-represented.

Adding a Councillor to the Flaxmere Ward, does not really help the situation as Flaxmere then becomes significantly over-represented.

Some work has been done on assessing whether the movement of meshblocks between wards might help to alleviate the under and over representations apparent in this proposal. In particular, work has been done in looking at the potential to move meshblocks from the Flaxmere Ward to the Heretaunga Ward.

It would make no sense from a communities of interest/effective representation perspective to move urban meshblocks from the residential core of Flaxmere into the Heretaunga Ward. However, there are a number of meshblocks along the southern side of Ōmāhu Road that are currently within the Flaxmere Ward that do not have the same strong community of interest link to Flaxmere. This also applies to the strip of houses on the northern side of Ōmāhu Road between the Expressway and Ormond Road. Based on current population estimates, these meshblocks together contain an estimated 87 people in the general electoral population.

Shifting these meshblocks adjusts the % numbers as follows: Flaxmere reduces to an 825 deviation above the average general population per Councillor and a 13.82% deviation (the under-representation reduces); Heretaunga moves to a -674 deviation below the average general population per Councillor and a -11.29% deviation (the over-representation reduces).

This movement brings the proposal closer to the fair representation guidelines which may make it easier for the Commission to agree to such a set of arrangements. A couple of notes of caution, however. Firstly, the numbers used here are indicative only. They are still to be finalised and certified. It is possible that the translation of 2020 population estimates to meshblock level might add numbers to Flaxmere and make the issues more accentuated. Secondly, as discussed below, there are meshblocks currently within the Heretaunga Ward (Gracelands/Lyndhurst Road, James Wattie Village/Te Aute Road, Ada Street/Summerset, Norton Road Corner) that could legitimately be moved into the Hastings- Havelock North Ward as they have become urban rather than Plains in nature. Such a decision would exacerbate the over-representation issues in this proposal, although would not affect Flaxmere.

There are a small number of meshblocks that could be considered for movement from Kahurānaki (between 1 and 4) and Mohaka (1) into the Heretaunga Ward. However, such movement would be likely to exacerbate over-representation issues in the Kahurānaki Ward in particular.

Option B – 14 Councillors, Five General Ward Structure, Single Māori Ward with Three Members
(Option 1D in the first Discussion Document)

This option retains the current five ward structure. A total of 14 Councillors are elected – 11 from five general electoral wards and three from a single Māori Ward.

Ward – Option B (previously 1D)	Population	No. of Councillors per Ward	Population per Councillor	Deviation from average General population per Councillor	% deviation from average General population per Councillor
Hastings- Havelock North	42,800	6	7,133	623	9.57%
Flaxmere	6,880	1	6,880	370	5.68%
Heretaunga	10,500	2	5,250	-1,260	-19.35%
Mohaka	5,940	1	5,940	-570	-8.76%
Kahurānaki	5,490	1	5,490	-1,020	-15.67%
Total General	71,610	11	6,510		
Māori Ward	16,370#	3	5,457^		
Totals	87,980#	14			

difference is in rounding

^indicative purposes only

Under this option, two of the wards do not fit within the +/-10% requirement. The Heretaunga Ward, at a -19.35% deviation below the average general population per Councillor, is over-represented. The Kahurānaki Ward, at -15.67% deviation below the average general population per Councillor, is also over-represented.

As outlined above under the previous option, a case can be made for these wards to be over-represented. The Kahurānaki Ward is a small (by population) rural ward containing areas of relative isolation, represented by only one Councillor. That Councillor would sit around a Council table with at least seven Councillors elected by urban interests (not including Māori Ward members). Such an arrangement would not seem to create unfair representation.

As above, the Heretaunga Ward comprises an identifiable set of communities of interest, based around horticultural and viticultural land-use, lifestyle blocks and plains and coastal villages, that have been grouped together for electoral purposes for a significant period. An argument can be made to support some level of over-representation in the context of the well accepted and effective current ward structure, given that such an outcome would seem preferable to significant under-representation (as would be the case if the number of Councillors representing the ward was reduced to one). In the alternative, changing the ward structure seems to diminish the effective representation provided by the current model.

A key question would be whether the level of deviation (at -19.35%) associated with this option would be considered by the Commission to be too great a level of over-representation. This may well be the case, although that is not certain. In any event, the movement of meshblocks from Flaxmere to Heretaunga (as per option A) could be used to help address the issue. Taking this action would produce the following outcome: Heretaunga moves to a -1216 deviation below the average general population per Councillor and a -18.68% deviation (the over-representation reduces); Flaxmere reduces to a 283 deviation above the average general population per Councillor and a 4.35% deviation (still within the +/-10% requirement).

It is noted that the points of caution outlined above with respect to Option A apply to this option as well.

Option C – 12 Councillors, 3 General Ward Structure, Single Māori Ward with 2 Members (Option 12 from First Discussion Document)

This option introduces a three ward structure by retaining the current Hastings-Havelock North and Flaxmere Wards and merging the Heretaunga, Kahurānaki and Mohaka Wards into one Rural Ward. A total of 12 Councillors are elected – ten from three general electoral wards and two from a single Māori Ward.

Ward – Option C (Previously Option 12)	Population	No. of Councillors per Ward	Population per Councillor	Deviation from Average General population per Councillor	% deviation from Average General population per Councillor
Hastings-Havelock North	42,800	6	7,133	-28	-0.39
Flaxmere	6,880	1	6,880	-281	-3.92
Rural Ward (Heretaunga/Mohaka/Kahurānaki)	21,930	3	7,310	149	2.08
Total General	71,610	10	7,161		
Māori Wards	16,370#	2	8,185^		
Totals	87,980#	12			

difference is in rounding

^indicative purposes only

Under this option, all wards comply with the +/-10% fair representation requirement.

There are three main areas of critique of this option in terms of effective representation. Firstly, questions arise as to whether one 'Rural' ward combining the Heretaunga, Kahurānaki and Mohaka Wards provides effective representation of communities of interest. The proposed ward would be geographically extensive, covering all of the District aside from the urban areas of Flaxmere and Hastings and Havelock North. It would take roughly two hours to drive from one end of the proposed ward to the other on State Highways, without taking account of the remoteness of some areas and the extra travel time that goes with the rural roads that cover most of the proposed ward. This would create a very large 'beat' for Councillors to effectively cover, albeit with three Councillors proposed.

In addition to this, it is questionable whether the communities of interest across the Heretaunga and Mohaka and Kahurānaki Wards are similar enough to be effectively served via a single ward. The issues facing the Mohaka and Kahurānaki Ward areas, the core rural area if you like, tend to be distinctive – rural roading issues alongside a range of rural community resilience and service issues. Heretaunga Ward issues tend to be more varied, with a combination of coastal and plains villages infrastructure and services issues, plains land use issues and plains-urban interface issues. The experience of working with these areas is that they are quite different communities of interest with different sets of issues emerging. Whether a single ward would provide effective representation and focus on each of these communities of interest and their issues is something that must be considered when looking at this option.

Alongside this question of focus is one of numbers. Approximately half the electors would come from the Heretaunga area of the proposed ward, half from the vast rural areas. This could mean that all of the Councillors elected might come from the Heretaunga communities of interest and none from the core rural areas, or vice versa. This would not be considered an ideal outcome in terms of effective representation and could lead to the diversity of representation around the Council table being reduced.

The current Rural Community Board does help ensure a strong focus on rural community issues. This Board could be retained for the 'core' rural area. In a similar vein, a Plains-Coastal Community Board could be considered for the Heretaunga area. This could operate in a similar manner to the Rural Community Board, although there do not appear to be as many distinctive and easily separable issues in the plains and coastal areas as there are in the rural areas (e.g., Separate Rating Areas, Rural Road programme).

The introduction of community boards usually follows on from strong community demand. It is noted that the Rural Community Board, when introduced, was a very thoroughly thought through mechanism that emerged from deeply held rural community concerns over fairness and effective representation following the 1989 local government amalgamations. There does not appear to be the same level of community drivers for a Plains-Coastal Community Board. There could be a danger that introducing a Board in the absence of strong community demand could be a case of a solution in search of a problem.

The possible structure of a Plains-Coastal Community Board is considered below.

The second area of critique of option C relates to overall Councillor numbers and good governance. Most Councillors, at their workshop, expressed views to the effect that 14-15 Councillors was the optimal number for the good governance of the District. This proposal departs from that view.

Thirdly, the proposal reduces the number of Māori Ward members from three to two. While advice from Heretaunga Takoto Noa Māori Standing Committee is yet to be received, initial indications from

Māori partners and stakeholders is that three Māori Ward members is a strong preference in order to achieve effective representation.

This option would represent a significant change to how Council's representation arrangements have operated. If Council regards this option as having merit, taking account of feedback from the Rural Community Board and Heretaunga Takoto Noa Māori Standing Committee would be essential in understanding the views of those most impacted.

Turning to how a Plains-Coastal Community Board might be structured, one logical arrangement would seem to be a Board with five elected members, elected across three electoral subdivisions, and up to four appointed members (up to three ward Councillors and one Māori ward member). The subdivisions could logically be the Plains subdivision (three members), the Clive-Whakatū subdivision (one member), and the Haumoana/Te Awanga subdivision (one member).

This structure could take this form in terms of electoral populations:

Plains - Coastal Community Board - Option 1 (refer to map of Option 1 for boundaries)

Subdivisions	Population	No. of Members per Subdivision	Population per Board Member	Deviation from Average population per Board Member	% deviation from Average population per Board Member
Plains	7460	3	2487	5	0.20
Clive-Whakatū	2702	1	2702	220	8.86
Haumoana/Te Awanga	2248	1	2248	-234	-9.43
Totals	12,410	5	Avg 2,482		

Under this option, all subdivisions comply with the +/-10% fair representation requirement. The option appears to provide for effective representation of communities of interest.

An alternative structure would be that proposed as part of the 2012 Representation Review. This involved a five member, five subdivision structure: One member from each of the Coast, Clive, Whakatū, Twyford and Karamū subdivisions. Again, the Council could appoint up to four Councillors to the proposed Board.

This structure would take this form in terms of electoral populations:

Plains - Coastal Community Board - Option 2 (refer to map of Option 2 for boundaries)

Subdivisions	Population	No. of Members per Subdivision	Population per Board Member	Deviation from Average population per Board Member	% deviation from Average population per Board Member
Clive	2,658	1	2,658	176	7.09
Whakatū	2,531	1	2,531	49	1.97
Coast	2,248	1	2,248	-234	-9.43
Twyford	2,707	1	2,707	225	9.07
Karamū	2,266	1	2,266	-216	-8.70
Totals	12,410	5	Avg 2,482		

Under this option, all subdivisions comply with the +/-10% fair representation requirement. The option appears to provide for effective representation of communities of interest, however the urban/rural land use boundaries are not distinct as for the option 1.

Should Council wish to consider Option C overall and incorporate a Plains – Coastal Community Board, it would be able to choose a viable Board subdivision structure, meeting the fair representation requirement, from either of these options. Council would be able to determine which subdivision structure most effectively represents the different communities of interest within the proposed Board area.

In terms of what the Board would do, while there do not appear to be as many distinctive and easily separable issues in the plains and coastal areas as there are in the rural areas, a Board could provide oversight and prioritisation advice on parks and infrastructure issues within the ward, and advice into plains planning matters (excluding resource consents). There is a danger however that input such as this could create confusion and conflicting direction in respect of Council's asset management strategies.

A Community Board could help address any reduction in effective representation and voice that might come about through the introduction of this option. If Council were to seriously consider this option it may become necessary to consider a board. It is noted that an additional Board would lead to some additional cost.

Structure of a Māori Ward or Wards

The decision to have a Māori Ward or Wards has been taken by Council. It is not up for further consideration as part of the Representation Review. The number of Māori Ward Councillors to be elected is determined by a formula set out in the Local Electoral Act 2001 (see the First Discussion Document). In short, if Council has between 14 and 18 Councillors elected from wards, there will be three Māori Ward Councillors. If Council has between 9 and 13 Councillors elected from wards, there will be two Māori Ward Councillors.

However, as part of the Review, Council is required to determine the structure of Māori Ward/s. That is, whether there will be a single Māori Ward covering the whole district or more than one Māori Ward.

An analysis of potential options is provided here.

1. Single Māori Ward covering the whole District (Option 1)

This is the simplest option for the configuration of a Māori Ward. Under this option, all electors on the Māori Electoral Roll will vote for multiple candidates in a single Māori Electoral Ward. If there are three Māori Ward Councillors to be elected, each elector will vote for up to three candidates. If there are two Māori Ward Councillors to be elected, each elector will vote for up to two candidates. The three (or two, depending on the final Representation option) top polling candidates will be elected to Council. (Electors on the Māori electoral roll will also vote for the Mayor and for any Councillors elected at large should Council decide to introduce these as part of the Representation review.)

Under this option, there is no need to devise separate Māori communities of interest and related geographic wards, nor a need to apply the +/- 10% guideline.

2. Multiple Māori Wards based on geographic populations – Hastings-Havelock North Māori Ward, Flaxmere Māori Ward, Rural/Plains Māori Ward (Option 2)

Under a 14 Councillor Representation proposal with no Councillors elected at large, this option would see the District divided into three Māori Electoral Wards: one each for Flaxmere, the

Hastings-Havelock North area and the Rural and Heretaunga Plains area. This option would recognise a strong Māori community of interest within Flaxmere and another distinct community of interest within the Heretaunga Plains and Rural areas. The Hastings - Havelock North Māori electoral population would make up a third community of interest.

In terms of Māori Electoral Population per Councillor, the results of this option would look like this:

Māori Ward Option 2	Māori Electoral Population	No. Councillors per Ward	Population per Councillor	Deviation from Māori Wards average population per Councillor	% deviation from Māori Wards average population per Councillor
Hastings – Havelock North Māori Ward	7,310	1	7,310	1853	33.96%
Flaxmere Māori Ward	5,370	1	5,370	-87	-1.59%
Rural - Heretaunga Māori Ward	3,690	1	3,690	-1767	-32.38%
Totals	16,370	3	5,457		

Under this option, the Hastings – Havelock North Māori electoral population is significantly under-represented, while the Rural - Heretaunga Māori electoral population is significantly over-represented.

3. Multiple Māori Wards based on geographic populations – Hastings-Havelock North/Rural/Heretaunga Plains Māori Ward and a Flaxmere Māori Ward (Option 3)

Again under a 14 Councillor Representation proposal with no Councillors elected at large, this option would see the District divided into two Māori Electoral Wards: one for Flaxmere, and one for the Hastings-Havelock North and Rural and Heretaunga Plains areas combined. This option would recognise a strong Māori electoral community of interest within Flaxmere as distinct from the remainder of the District.

In terms of Māori Electoral Population per Councillor, the results of this option would look like this:

Māori Ward Option 3	Māori Electoral Population	No. Councillors per Ward	Population per Councillor	Deviation from Māori Wards average population per Councillor	% deviation from Māori Wards average population per Councillor
Hastings – Havelock North/ Rural/Heretaunga Plains Māori Ward	11,000	2	5,500	43	-1.39%
Flaxmere Māori Ward	5,370	1	5370	-87	2.81%
Totals	16,370	3	5,457		

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Under this option, each Ward sits comfortably within the +/-10% guideline. However, it is somewhat difficult (although not impossible) to see the justification for a separate Flaxmere Ward if the Rural communities are being merged in with the Hastings-Havelock North urban area while Flaxmere (also urban) is not.

4. Multiple Māori Wards based on Marae and Whakapapa based geographic boundaries – Heretaunga Māori Electoral Ward and Ahuriri/Mōhaka Māori Electoral Ward (Option 4)

Again under a 14 Councillor Representation proposal with no Councillors elected at large, it is possible to conceive of an option which would see the District divided into two Māori Electoral Wards: one for the area south and just north of the Ngaruroro River where marae relate to the Heretaunga rohe and Taiwhenua, and one for the remainder of the District north where marae relate to Ahuriri and the Te Whanganui-a-Orotū Taiwhenua. A meshblock based boundary would need to be drawn based on these relationships and geographic areas.

This option seems somewhat problematic in practical terms. The electoral system is not well equipped to recognise marae and whakapapa boundaries (and Councils are required to relate to iwi and hapū directly in any case). In addition, while the marae they whakapapa to may be in a particular area of the district, electors on the Māori Roll may live within a different proposed Ward under this option. Finally, achieving an equitable representation model under this option would be extremely difficult under the geographic boundaries that would likely be drawn, given that most of the Māori electoral population live within the Hastings-Havelock North, Flaxmere and Kahurānaki areas.

Option 4 is not considered viable.

5. Multiple Māori Electoral Ward options under Council proposals that provide for only Two Māori Ward Members (Option 5)

Given the population numbers and allocations involved, it is difficult to see a multiple ward model that would provide for both sensible communities of interest and a fair and equitable division with only two Councillors elected from Māori wards.

One option would be to have a ward for the Hastings-Havelock North area and a combined ward for Flaxmere and the Rural/Heretaunga Plains areas. This would look as follows:

Māori Ward Option 5	Māori Electoral Population	No. Councillors per Ward	Population per Councillor	Deviation from Māori Wards average population per Councillor	% deviation from Māori Wards average population per Councillor
Hastings – Havelock North Māori Ward	7,310	1	7,310	-875	-10.69%
Flaxmere/Rural - Plains Māori Ward	9,060	1	9,060	875	10.69%
Totals	16,370	2	8,185		

This provides representation just outside the +/- 10% guidelines, however it is difficult to see a strongly coherent community of interest between the Flaxmere and Rural-Plains areas that would not be adequately represented in a single Māori Ward covering the whole District.

Concluding Thoughts on Māori Ward Options

Given the above analysis, it is considered that having one Māori Ward covering the whole district provides fair and effective representation for the community of interest of Māori who opt to be on the Māori electoral roll. This may change following consultation with members of the Heretaunga Takoto Noa Māori Standing Committee and the wider community.

Summary

The above analysis provides further 'food for thought' on the options that Councillors have indicated they wish to consider more closely.

Only one of the options identified for further assessment strictly complies with the +/-10% fair representation requirement (Option C). However, the review team regard this option as the least favourable option in terms of providing effective representation for the Rural and Plains/Coastal communities of interest. In addition, it does not have a strong alignment with the near-consensus views expressed by Councillors on the number of Councillors required for the good governance of the District, the optimal number of Māori ward Councillors for effective Māori representation and the satisfactory nature of the existing ward structure in terms of providing for effective representation for communities of interest. When it comes to determining its proposal, the Council needs to be mindful that a focus on finding representation arrangements that comply with the +/-10% 'rule' doesn't lead to options that move too far away from providing effective representation of communities of interest. That judgement call is, of course, up to the Council in the first instance, and potentially the Local Government Commission in the second.

If the Council wishes (as Councillors have indicated) to retain roughly the same sized governance body and the current ward structure (or a minor variation on it), it is difficult to find arrangements that uniformly fit within +/-10%. There are options that can comply that could be pursued however these require changes to either the ward structure, the numbers of councillors and/or the introduction of councillors elected 'at large', and usually result in lesser numbers of Māori Ward members. It is clear that such changes generally diminish the effective representation of communities of interest that have been identified in Hastings District. Option C appears to fit within that category. It is noted that there seems to be little Councillor or community support for 'at large' Council seats, and early indications from the Māori community are that arrangements that enable three Māori Ward members are preferable to those that only enable two members.

As outlined above, there are arguments that can be made in support of over-representation for rural wards and those wards with smaller numbers of Councillors, particularly in the Hastings District context where Councillors elected from urban wards will generally make up a majority of the Council.

If Councillors, on reflection, are not happy adopting a non-compliant proposal they must turn their minds back to the broader pool of options that may involve less than ideal meshblock shifts (that diminish effective representation), adjustments to the ward structure or the introduction of elections 'at large' for some council seats.

We end this Discussion Document with an important thought. When considering representation, where Councillors are elected from and who by is, in a legal sense, only important from an electoral perspective. Once Councillors get to the Council table, they have a duty to represent and work in the best interests of the whole District regardless of their electoral ward.

20 July 2021

