

Te Kaunihera-ā-Rohe o Ruapehu
Ruapehu District Council



REPRESENTATION REVIEW 2021

Supporting Documentation



Glossary.

Document	Type	Date	Pages
Māori Representation on Ruapehu District Council Legal and Statutory Requirements for Maori Wards (attachment)	Report to Council	28 October 2020	pg 1-6 pg 5-6
<p>The purpose of this report is to allow Council to decide whether there is interest in establishing Māori Representation on the Ruapehu District Council by means of a Ward or Wards across the Ruapehu District, prior to the upcoming Basis of Election Review.</p>			
Māori Wards - Implications on National Park Ward	Report to NPCB	24 November 2020	pg 7-8
<p>The purpose of this report is to provide information on Māori Representation and the Basis of Election Review.</p>			
Consultation on Māori Representation and Wards	Report to NPCB	16 February 2021	pg 9-12
<p>The purpose of this report is to present to National Park Community Board (NPCB) a response to the recommendation that Council consult on Māori Wards, and for Council to conduct a poll on Māori Wards.</p>			
Representation Review Briefing	Council Workshop	9 June 2021	pg 13-46
<p>The purpose of this workshop is to present to Councillors a review of the current communities of interest as a base of determining the best representation arrangements for Ruapehu District along with some possible options for consideration.</p>			
Representation Review Briefing	Powerpoint slides		pg 47-58
Representation Review Options	Council Workshop	23 June 2021	pg 59-76
<p>At a briefing on 9 June 2021, after considering a report on current communities of interest in Ruapehu District and some possible representation options, elected members requested the development of an option of a council consisting of 6 councillors elected from general wards and 2 councillors elected from Māori wards, along with community boards covering the district. This report responds to this request with further related material.</p>			
Representation Review	Report to NPCB	3 August 2021	pg 77-84
<p>The purpose of this report is to present options for community boards for the 2022 representation review for recommendation to Council.</p>			
Representation Review – Options for Initial Proposal Community Boards - Possible Roles and Powers (attachment)	Report to Council	4 August 2021	pg 85-99 pg 98-99
<p>The purpose of this report is to present options to Council as the basis for its initial proposal for the required representation review.</p>			
Representation Review Report	Report to WWCB	5 August 2021	pg 100-107
<p>The purpose of this report is to present options for community boards for the 2022 representation review for recommendation to Council.</p>			
Maori and General Wards Representation Discussion	Community Hui Raetihi & Morero Marae	11-12 August 2021	pg 108-120

Report to: Council

Meeting Date: 28 October 2020

Subject: Māori Representation on Ruapehu District Council



Purpose of Report

- 1.1 The purpose of this report is to allow Council to decide whether there is interest in establishing Māori Representation on the Ruapehu District Council by means of a Ward or Wards across the Ruapehu District, prior to the upcoming Basis of Election Review.

Significance and Engagement, Social Impact

- 2.1 **SIGNIFICANCE**
This report does not trigger the Significance and Engagement Policy.
- 2.2 **SOCIAL IMPACT**
This report does not trigger the Social Policy.

Background

3.1 LEGAL AND STATUTORY REQUIREMENTS FOR MĀORI WARDS

- 3.1.1 Under the Local Electoral Act 2001 (LEA) Council is required to carry out a formal review of the Basis of Election for its electoral arrangements every six years. This includes the opportunity to establish Māori Representation by means of a Ward or Wards (Māori Wards).
- 3.1.2 Consideration on whether Council should, or should not, establish Māori Wards is a separate process to the Basis of Election review and needs to be done prior (to that review). This is because the decision will affect the general representation arrangements of how the Wards are set up across the district, and the number of Councillors in each Ward etc.
- 3.1.3 **A Basis of Election Review includes:**
 - (a) The electoral process,
 - (b) The establishment, removal or modification of Wards and Community Boards,
 - (c) The number of electoral wards,
 - (d) The names and boundaries of the Wards and the number of elected representatives.
- 3.1.4 For further information on Māori Representation see (Attachment 1).

Discussion

4.1 MĀORI WARDS

4.1.1 If Māori Wards are to be established the following would apply:

- (a) The candidates standing for election would be able to choose whether they want to stand for the Māori Ward or the General Ward.
- (b) A candidate standing for the Māori Ward does not need to be on the Māori electoral roll (they can be on the general roll).
- (c) A candidate standing for the General Ward does not need to be on the general roll (they can be on the Māori roll).
- (d) Māori roll - only electors on the Māori electoral roll would be eligible to vote for the Māori Ward members.
- (e) General roll - only electors on the general roll will be eligible to vote for the General Ward members.

4.1.2 Under the current Ward system there is no distinction between the electors on either the General or Māori rolls.

4.2 THE NUMBER OF REPRESENTATIVES

4.2.1 If Council resolved to have Māori Wards and this was not revoked by a poll, the representation details (of the boundaries and the number of members etc.) would then be worked through as part of the Basis of Election review process.

4.2.2 The rules for calculating the number of Māori Ward members are set out in Schedule 1A of the LEA and is the legal method under the current democratic process.

4.2.3 The following is the formula used to calculate the number of seats:

$$nmm = \frac{mepd}{mepd + gepd} \times nm$$

Where:

- nmm is the number of Māori ward members.
- mepd is the Māori electoral population of the district.
- gepd is the general electoral population of the district.
- nm is the proposed number of members of the territorial authority (other than the Mayor).

4.2.4 The 'general electoral population' refers to the total ordinarily resident population at the last census. This excludes the Māori electoral population.

4.2.5 The 'Māori electoral population' is a calculation based on the number of electors on the Māori electoral roll and proportions of those of Māori descent not registered as electors of any electoral district, and proportions of those of Māori descent under 18 years of age.

4.2.6 The population figures used in the formula to calculate the number of seats must be formally provided by the Government Statistician.

4.2.7 The table below shows the Māori Electoral Population (MEP) and the General Electoral Population (GEP) for the Ruapehu District, as derived from the 2018 census¹. The table assumes that the current total membership of Council would remain unchanged.

¹ Local Government Commission

<http://www.lgc.govt.nz/assets/Uploads/MEP-and-GEP-statistics-2018-Census.xls>

	MEPD	GEPD	Total Population	Total Members	Māori Ward Members	MWM Rounded
Ruapehu	3603	8706	12,309	11	3.22	3

4.2.8 The actual figures will need to be confirmed, and the actual number of Māori Ward Member(s) will need to be factored in to the total number of General Ward Members (Councillors). For example, 11 total Members would mean that the General Ward membership allocation would be eight, in order to accommodate the three Māori Ward members (i.e. 8+3=11).

4.2.9 The details of the representation arrangements and configuration of what the Wards may look like if Māori Wards were to be established will be discussed as part of the Basis of Election review process. This is why it is necessary to discuss establishing Māori Wards prior to the review.

4.3 RUAPEHU DISTRICT MĀORI COUNCIL WORKSHOP

4.3.1 At a workshop held on 2 October 2020 Ruapehu District Māori Council (RDMC) members and other attendees discussed the options of establishing Māori Wards. After lengthy discussion it was agreed that a recommendation be made to Council's elected members for Māori Wards to be established in the 2022 local elections.

4.3.2 The discussion at the workshop included the following reasons and benefits of why Māori Wards should be established in the Ruapehu district:

- (a) Obligation as partners to have fair representation.
- (b) Provides for greater representation on Council.
- (c) Enhances engagement with Māori and allows for a Māori perspective.
- (d) Upholds the principles of partnership, participation, protection and practice.
- (e) Gives greater recognition to Tangata Whenua and provides greater advocacy at all levels of government i.e. central, regional and local.

4.3.3 Further discussions included Council's legal obligations to engage with Māori.

4.3.4 The representation arrangements of the General and Māori Wards should Māori Wards be established will be worked through as part of the Basis of Election review. This will also include discussions with the RDMC on the arrangement details for Māori Wards.

4.4 NEXT STEPS

4.4.1 A Council resolution on whether or not Council establishes Māori Wards is required by 23 November 2020. A decision made after this date would only be applicable to the local elections in 2025, and would trigger another Basis of Election Review to be undertaken.

4.4.2 Should Council establish Māori Wards for the 2022 local elections, a public notice of this resolution is required no later than seven days following the decision. The public notice must include a statement advising that a poll is required to countermand the resolution.

4.4.3 The decision from a poll (if supported by 5 percent of the (district) electors) would be binding for the next two triennial elections (i.e. 2022 and 2025). This would mean that the establishment of Māori Wards could not be considered again until after the 2025 local elections.

Suggested Resolution(s)

- 1 That the report on Consideration of Māori Wards be received.
- 2 That Māori Wards be established / not established in the Ruapehu District in the 2022 local elections.



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Attachment:
Legal and Statutory Requirements for Maori Wards

LEGAL AND STATUTORY REQUIREMENTS FOR MĀORI WARDS

Under Section 19Z and 19ZA of the LEA Council can make a resolution to establish Māori Wards. For this to apply for the 2022 local elections, a Council resolution is required no later than 23 November 2020.

Should Council resolve to establish Māori Wards, it must give public notice of this resolution no later than seven days following the decision. The public notice must also include a statement that a poll is required to countermand Council's resolution.

Council may also resolve (at any time) to conduct a public poll on whether to include Māori Wards across the district or, alternatively 5 percent of electors may demand a poll (at any time) on whether there is a need to establish Māori Wards. Therefore, Māori Wards could be established in the following ways:

- (a) Council resolution (with advice that a poll would be necessary to countermand the resolution and a poll must be held if 5 percent of the (district) electors request it).
- (b) Council decides to hold a poll (on whether, or not, there should be Māori Wards).
- (c) Public demands a poll (via a petition signed by 5 percent of the (district) electors).

The results of these polls will be binding on Council for the next two local elections.

If Māori Wards are to be established by a poll the following dates will be applicable to this process:

21 February 2021	Deadline for Council to resolve to hold a public poll
21 February 2021	Deadline for District electors to demand a public poll
21 May 2021	Deadline for public poll to be completed

Under Section 81 of the Local Government Act 2002 (LGA) Councils are required to establish and maintain processes that provide opportunities for Māori to contribute to its decision-making processes and provide opportunities to build and foster Māori development and capacity in its decision-making.

LEGAL AND NON-LEGAL METHODS OF MĀORI REPRESENTATION

Māori Wards provide a legal method of Māori engagement and a Māori voice within its communities. Across the country, only the Bay of Plenty and Waikato Regional Councils have been successful in establishing and retaining Māori Wards. More recently, Wairoa District Council was successful in establishing Māori Wards through the 2019 local elections (becoming the only district council to have Māori Wards). Bay of Plenty Regional Council have retained Māori Wards for over a decade.

Due to the implications of establishing Māori Wards, many Councils have established non-legal methods of engaging with Māori. Some examples Councils have established are:

- (a) Iwi Advisory Boards,
- (b) Māori Focus Groups,
- (c) Māori Liaison Committees,
- (d) Iwi Standing Committees of Council.

The legal and non-legal methods of Māori representation are complex and diverse, and Council is not alone in its challenge to find an option with mutual benefits. In 2010, the Human Rights Commission conducted a survey to see how many Councils had considered whether, or not, to establish Māori Wards.

Attachment

The report identified that 64 territorial authorities and ten regional authorities had responded to the survey. Of the 64 territorial authorities, ten had not considered the establishment of Māori Wards, and of the ten regional authorities, one had not considered the establishment of Māori Wards.

Some of the issues raised by the survey respondents were:

- (a) Whether a binding poll of electors is the most appropriate means of giving effect to enhancing Māori representation.
- (b) Whether numbers (based on the proportion of the population) are appropriate for determining whether a local authority should establish Māori wards.
- (c) The reliance on population and the Māori electoral roll obscures whether and how to provide for mana whenua (those who hold territorial rights within the district) and taura here (those resident, but hold no territorial rights within the district).
- (d) Whether dedicated Māori Wards are the best vehicle for realising Māori aspirations across the whole of the district.

LOCAL AND CENTRAL GOVERNMENTS

Over recent years, the establishment of Māori Wards have not been successful due to Councils not wanting to implement them.

In 2017, Kaikoura, Manawatū, Whakatane, Western Bay of Plenty District Councils and Palmerston North City Council all voted in favour of establishing Māori Wards in their areas. However, a public poll held in May 2018 (in accordance with the legislative process) resulted in the electors (for those areas) overturning the Councils decision. This meant that all five Councils were not able to establish Māori Wards in the 2019 local elections. The voter turnout of the all five polls was (on average) about 40 percent.

In 2015, a poll by electors in the New Plymouth district also overturned the Council's decision to establish a Māori Ward. Of the eligible electors, the voter turnout was 45 percent. Since then, the Mayor (at that time) has been lobbying Central Government to change the current complexities within the legislation.

In 2016, the former Mayor of New Plymouth District Council submitted a petition to Parliament. The petition asked "That the House of Representatives consider a law change to make the establishment of Māori Wards on district councils follow the same legal framework as establishing other wards on district councils". The petition was referred to the Justice (Parliamentary Select) Committee for consideration in the Inquiry into the 2017 General Election and 2016 Local Elections. In December 2019, the Justice Committee presented a report back to Parliament stating it did not consider any changes to creating separate Māori Wards were necessary, and the process should remain as a matter of community choice.

In 2017, a Members Bill (inspired by the work and petition of the former New Plymouth District Council Mayor) was introduced to Parliament. The Bill sought to amend the Local Electoral Act 2001 to enable an equitable process for establishing Māori Wards, and to improve Māori representation in local government. However, it did not gain traction and was defeated in its first reading.

Report to: National Park Community Board

Meeting Date: 24 November 2020

Subject: Māori Wards - Implications on National Park Ward



Purpose of Report

- 1.1 The purpose of this report is to provide information on Māori Representation and the Basis of Election Review.

Significance and Engagement, Social Impact

- 2.1 **SIGNIFICANCE**
While this topic does not trigger the Significance and Engagement Policy, it is of significant interest to the public.
- 2.2 **SOCIAL IMPACT**
This report does not trigger the Social Policy, but is of importance to the community and for Council's obligations under the Local Government Act.

Background

3.1 LEGAL AND STATUTORY REQUIREMENTS FOR MĀORI WARDS

- 3.1.1 Under the Local Electoral Act 2001 (LEA) Council is required to carry out a formal review of the Basis of Election for its electoral arrangements every six years.
- 3.1.2 **A Basis of Election Review includes:**
 - (a) the electoral process, (FPP or STV) – completed for the 2023 Elections
 - (b) to have or not have Māori Wards – resolved by Council and open for a poll
 - (c) the establishment, removal or modification of Community Boards
 - (d) the number of electoral wards, if any
 - (e) the names and boundaries of the wards, if any
 - (f) the number of elected representatives
- 3.1.3 Consideration on whether Council should or should not establish Māori Wards is done as a separate process to the Basis of Election review and needs to be done prior (to that review). This is because the decision will affect the general representation arrangements of how the Wards are set up across the district and the number of Councillors in each Ward etc.

Discussion

4.1 MĀORI WARDS

4.1.1 If Māori Wards are to be established the following would apply:

- (a) The candidates standing for election would be able to choose whether they want to stand for the Māori Ward or the General Ward.
- (b) A candidate standing for the Māori Ward does not need to be on the Māori electoral roll (they can be on the general roll).

- (c) A candidate standing for the General Ward does not need to be on the general roll (they can be on the Māori roll).
- (d) Māori roll - only electors on the Māori electoral roll would be eligible to vote for the Māori Ward members.
- (e) General roll - only electors on the general roll will be eligible to vote for the General Ward members.

4.1.2 Under the current Ward system there is no distinction between the electors on either the General or Māori rolls.

4.2 THE NUMBER OF REPRESENTATIVES

4.2.1 Council has resolved to have Māori Representation and if this is not revoked by a poll, the representation details (of the boundaries and the number of members etc.) would then be worked through as part of the upcoming Basis of Election review process, along with the boundaries and number of general seats.

4.2.2 The rules for calculating the number of Māori members are set out in Schedule 1A of the LEA.

4.2.3 The actual figures will need to be confirmed and the actual number of Māori Member(s) will need to be factored in to the total number of General Ward Members (Councillors). For example, if Council wanted 11 total Members that would mean that the General Ward membership allocation would be eight, in order to accommodate the three Māori Ward members (i.e. $8+3=11$). With eight general members, the current wards would need to have different boundaries.

4.2.4 The number of Māori seats is dependent on the number of general seats. For example, if Council decided to have the same Wards as now, with 11 general seats, then the total number of seats would be 14 ($11 + 3$).

4.2.5 The details of the representation arrangements and configuration of what the Wards may look like if Māori representation is established will be discussed as part of the Basis of Election review process in early 2021.

4.2.6 Community Boards have to reflect the Wards, so if there are changes to the Wards, this would mean there are changes to Community Boards.

Suggested Resolution(s)

That the report on Māori Wards – Implications on National Park Ward be received.



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Report to: National Park Community Board

Meeting Date: 16 February 2021

Subject: Consultation on Māori Representation and Wards



Purpose of Report

- 1.1 The purpose of this report is to present to National Park Community Board (NPCB) a response to the recommendation that Council consult on Māori Wards, and for Council to conduct a poll on Māori Wards.

Significance and Engagement, Social Impact

2.1 SIGNIFICANCE

- 2.1.1 This report (and previous reports on this matter) do not trigger the Significance and Engagement Policy. The Policy is mainly triggered if there are changes to levels of services, changes to assets, community impact, or if it has cost implications for council (see 5.1.1 of the policy).
- 2.1.2 There was a discussion by the NPCB around Councils resolution for resolving Māori Wards, and that the resolution did not trigger either the Significance and Engagement Policy or the Social Policy.
- 2.1.3 The introduction of Māori Representation by way of Māori Wards on Council did not trigger the Significance and Engagement Policy as it does not negatively impact any persons in the District, of itself, nor remove the ability of anyone to have representation, nor does it have any financial or rating impact. It does allow for the right of an individual to vote for somebody that provides a voice for their world view. Given this, there was no trigger of the Significance and Engagement Policy, and no requirement for Council to consult under the Local Government Act 2002 (LGA) as opposed to the Local Electoral Act 2001 (LEA).

2.2 SOCIAL IMPACT

- 2.2.1 This report does not trigger the Social Policy. As noted above, the introduction of Māori Representation by way of Māori Wards does not negatively impact any persons in the District, remove the ability of anyone to have representation, nor does it have any financial or rating impact, and as such did not trigger the Social Policy.

Background

3.1 MĀORI REPRESENTATION

- 3.1.1 The establishment of the Ruapehu District Māori Council (RDMC) was made after a number of hui with Māori, looking at the various options for participating in decision making as per section 81 of the LGA.
- 3.1.2 Since its establishment in 2009, the RDMC have been aware of, and discussed the process and timing of making a recommendation to Council for Māori representation by way of Māori Wards on the Ruapehu District Council (RDC).

- 3.1.3 The RDMC made the recommendation during their workshop on 2 October 2020 that Elected Members resolve to have Māori Representation by way of Māori Wards on the RDC.
- 3.1.4 On 28 October 2020, Elected Members considered a report on the establishment of Māori Wards as per the LEA, and in line with previous reports and actions resolved to establish Māori Representation by way of Māori Wards on the RDC.
- 3.1.5 A public notice was put in the local newspapers with Council’s resolution informing the public that anyone who objected was able to demand a poll be held. This followed the same process as all previous notices on Māori Representation on Council and is consistent with the process outlined in the LEA.
- 3.1.6 The decision to establish Māori Wards did not require consultation via Special Consultative Procedure (SCP) or other with the general public as pointed out above a demand for a poll can be done at any time by anyone.

3.2 NATIONAL PARK COMMUNITY BOARD (NPCB)

- 3.2.1 At the meeting of 24 November 2020 the NPCB resolved the following:
“1 That the report in Māori Wards – Implications on National Park Ward be received.

RESOLVED

Moved: O’Neill

Seconded: McCarthy

- 2 *That the National Park Community Board recommend to Council that it conducts a consultation process with its constituent communities about introducing Māori Wards and that Council conduct a poll on whether, or not, there should be Māori Wards.*

RESOLVED

Moved: Cr Wilson

Seconded: O’Neill”

Discussion

- 4.1 The NPCB asked that Council consider two actions;
- (a) A consultation process with constituent communities, and
 - (b) That Council conduct a poll on whether or not there should be Māori Wards

4.2 REVIEW OF BASIS OF ELECTION

- 4.2.1 Under the LEA 2001, Council needs to review all parts of the Basis of Election every six years. These include:
- (a) Māori Wards
 - (b) Voting method (Single Transferable Vote (STV) / First Past Post (FPP))
 - (c) Wards
 - (d) Number of Elected Members
 - (e) Community Boards
- 4.2.2 Māori Wards and the voting method, both require Council to advertise that any member of the public can “demand” a poll.

4.2.3 The Wards, number of Elected Members and to establish, or disestablish Community Boards are decided by Council. Council will publish its decision, and ask for submissions, followed by hearings and a final decision made by Council.

4.2.4 The final step in this process is that any member of the public can put in an objection to the Local Government Commission.

4.3 CONSULTATION

4.3.1 The methodology for public input differs in process under various acts (for example the LGA, LEA and the Resource Management Act 1991 (RMA), all outline different processes for public consultation.

4.3.2 Under the LEA the process for deciding the election arrangements is with Council. The Act gives the provision for the public to demand a poll and the public have a right to submit on the final proposal. If a member of the public disagrees with the final Council decision, they can make an objection to the Local Government Commission.

4.3.3 The Commission will only act on issues that are within the Act, these are mainly “Communities of Interest”, decisions on the establishment or disestablishment of Community Boards, or if a Ward is not within the population criteria.

4.3.4 Council has followed the process of the Act since 2001, and has conducted five full reviews and some part reviews. A part review is when Council looks at just one aspect of the Basis for Election, outside of the six yearly review, for example, in 2017 Council resolved to use the STV system for voting. This system was also confirmed in 2020 for the 2022 election.

4.3.5 Since 2001, there has been no demand for a poll following each of the Council resolutions on the voting methods, or for Council resolutions for Māori Representation.

4.3.6 The 2020 resolutions from Council for both the voting system and for Māori Representation on Council followed the same process for public input as previous resolutions.

4.3.7 Previously, the final Basis of Election review has always attracted a number of submissions, and in three reviews there have been objections made to the Local Government Commission.

4.3.8 The LGA is very clear that Councils have obligations towards Māori in decision making processes. Establishing Māori representation as duly Elected Members on Local Authorities, Council is consistent with the journey towards achieving both LGA requirements and Treaty obligations.

4.3.9 Elected Members will need to agree on what representation will look like moving forward. Having discussed various options on this at a previous workshop (14 October 2020) it's suggested that an indication from Councillors of the preferred options for number of Elected Members and Wards be discussed further to allow for a public discussion in the case of a poll being demanded. This allows for the community to have a full understanding of what the additional members from Māori representation would look like within the full review.

4.4 PROPOSED BILL ON CHANGES TO THE PROCESS FOR LOCAL AUTHORITIES TO ESTABLISH MĀORI WARDS

4.4.1 The Hon Nanaia Mahuta announced on 1 February 2021 some changes to the LEA on the process for establishing Māori Wards.

4.4.2 The Bill will remove the option for binding polls, and this is expected to be introduced in early February and enacted under urgency so the changes in the Bill can be applied for the

decisions leading up to the 2021 local elections. In effect this means that any demand for a poll received will no longer apply. Council's resolution to establish Māori Wards remains.

- 4.4.3 Council will have the opportunity to revoke the earlier resolution to have Māori Wards and this would need to be done by the 21 May 2021.

Suggested Resolution(s)

That the Consultation on Māori Representation and Wards report be received.



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Representation Review Briefing



09 JUNE 2021

RUAPEHU DISTRICT COUNCIL
Council Chamber,
Ayr Street, Ohakune



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1 RUAPEHU DISTRICT – WHO ARE WE?

1.1 The Ruapehu District is one of New Zealand's largest Districts by land area, of which 36% is Crown owned. It has a small and dispersed population of 12,309 scattered throughout a wide geographical area of 6,734 square kilometres, with a population density, overall, of 0.02% .43.3% identify as Maori.

The area is predominantly rural (51%) and Recreational, which is mainly Department of Conservation land (28%), which includes the Tongariro and Whanganui National Parks, a large portion of the Whanganui River and many tributaries cementing the District's rich natural environment and history as iconic in Aotearoa's identity. Urban takes up 13% of the rest with Defence land at 8%.

The District's Infrastructure consists of 488km of sealed roads, 851km of unsealed roads, 6 wastewater treatment plants, and 6 water supply schemes.

2 PURPOSE

- 2.1 The purpose of this workshop is to present to Councillors a review of the current communities of interest as a base of determining the best representation arrangements for Ruapehu District along with some possible options for consideration.



Drive and support the development of safe, prosperous rural communities that are able to thrive and capitalise on our agriculture, business and tourism sectors while sustaining our beautiful environment

3 INTRODUCTION

- 3.1 Ruapehu District Council (RDC) is required to undertake a review of its current representation arrangements prior to the 2022 local elections as it is now six years from its last review. In any event, it would have been required to undertake a review for these elections given its recent decision to introduce Māori Wards.
- 3.2 The Local Government Commission’s recommended good practice is for representation reviews to:
- begin with the identification of communities of interest in the district
 - then determine effective representation for the identified communities of interest
 - then consider fairness of representation for electors of Wards (if any).
- 3.3 As part of its review, RDC must also consider whether there should be Community Boards in the district in light of the principle of “fair and effective representation for individuals and communities”.
- 3.4 This document focuses on the identification of communities of interest in Ruapehu District and considerations relating to these, and identifies some options for consideration when addressing effective representation of these communities of interest. It does this to assist Elected Members to identify an initial preferred option for the purposes of consultation with the community. It does not recommend any particular option.

4 THE IMPORTANCE OF COMMUNITY AND DIVERSITY

- 4.1 While a representation review is undertaken under the Local Electoral Act 2001, councils must also consider other relevant statutory provisions. These include relevant provisions of the Local Government Act 2002.
- 4.2 The purpose of local government set out in the Local Government Act is:
- “To enable democratic local decision-making and action by, and on behalf of, communities
 - To promote the social, economic, environmental and cultural wellbeing of communities in the present and for the future.”
- 4.3 In addition, there are principles in the Act that councils must act in accordance with, including:
- “A local authority should make itself aware of, and should have regard to, the views of all of its communities.
 - “When making a decision, a local authority should take account of:
 - the diversity of the community and the community’s interests within its district.
 - the interests of future as well as current communities.
 - the likely impact of any decision on each aspect of wellbeing.
 - “A local authority should provide opportunities for Māori to contribute to its decision-making processes
 - “In taking a sustainable development approach, a local authority should take into account:
 - the social, economic and cultural wellbeing of people and communities.
 - the need to maintain and enhance the quality of the environment.
 - the reasonably foreseeable needs of future generations.
- 4.4 While there is no formal definition of “community” in the legislation (as distinct from Community Board areas), it generally relates to groupings of people with common interests/identities. These communities may be located within particular parts of a district or spread across the district as a whole. In either case, it reflects the importance of “place” in local government and its connection to wellbeing.
- 4.5 This connection (also reflected in the statutory purpose of local government) has been described in the following terms:
- place promotes individual and collective wellbeing and wellbeing enhances the quality of place
 - wellbeing is enhanced by enabling local people and communities to participate in the process of taking decisions that affect their lives.
- 4.6 The importance of this connection is also reflected in the sustainable development approach. This includes, for example, the promotion of resilience in communities in order to enhance wellbeing both in the present and for the future. Here, resilience is the ability of communities to survive, adapt and thrive in the face of stresses and shocks (natural and man-made) in the area.
- 4.7 It should also be noted that place is very important to Māori as reflected in the whakapapa relationship.

5 CHOICES FOR COUNCILS AND COMMUNITIES

- 5.1 Particular provisions of the Local Electoral Act reflect the philosophy of the Local Government Act relating to the importance of communities and recognition of their diversity, so as to promote community wellbeing. This explains the recommended good practice of representation reviews beginning with the identification of communities of interest.
- 5.2 Coming to a generally agreed view on the balance between local geographically-defined communities and those spread more generally across the whole district, will then help determine effective representation for these communities of interest.
- 5.3 To assist councils and their communities achieve effective representation for communities of interest, the Local Electoral Act provides local choice in respect of:
- the electoral system (FPP or STV)
 - the establishment of Māori Wards
 - the number of Councillors
 - the basis of election of Councillors (at large, Wards, or a mix of both)
 - the establishment of Community Boards.
- 5.4 In addition to the achievement of effective representation for communities of interest, councils should also consider representation arrangements that will assist them better meet the purpose, principles and requirements set out in the Local Government Act. These include better engagement of communities both at election time and in ongoing council decision-making processes. This in turn should assist the achievement of objectives such as those set out in a council's 'significance and engagement' policy the purpose of which is "to set out how and when communities can expect to be engaged in council decision-making".

6 APPLIED TO RUAPEHU DISTRICT COUNCIL

- 6.1 Ruapehu District Council (RDC) was established in 1989 with a Mayor and 14 Councillors elected from five Wards (Ohura, Taumarunui, National Park, Waimarino, Waiouru) reflecting what were seen as distinct communities of interest. Four Community Boards were also established in 1989 for four of the five Wards (excluding Taumarunui).
- 6.2 Since 1989, RDC has continued to recognise distinct communities of interest in the district through the retention of the Ward system of representation for Councillors. It has also retained partial coverage of the district by Community Boards.
- 6.3 Reflecting the degree of diversity in the district, RDC's current 'mission, outcomes and values statement' identifies as a value: *"The embracing of diversity and enhancing of better outcomes and relationships through openness, sharing, trust, teamwork and involvement."*
- 6.4 Recently, RDC resolved to adopt STV for the 2019 and 2022 elections and to establish Māori Wards at least for the 2022 elections. These actions do have the potential to help RDC embrace diversity and achieve better outcomes and relationships.
- 6.5 RDC now needs to:
- consider whether the current four Wards still provide effective representation for the district's communities of interest
 - in relation to the appropriate number of Wards, take account of the potential of STV to provide proportional representation for communities of interest spread across the whole district¹
 - identify the appropriate number of Māori Wards
 - determine whether there should be Community Boards and, if so, how many.
- 6.6 These matters are to be decided in light of the overriding principle in the Local Electoral Act of "fair and effective representation for individuals and communities".
- 6.7 As noted, RDC should also keep in mind the purpose, principles and requirements of local government set out in the Local Government Act when determining the most appropriate representation arrangements for the district. For example, do certain arrangements better reflect the diversity of the district and assist RDC to engage with local communities?
- 6.8 In relation to community engagement, Schedule 4 of RDC's 'significance and engagement' policy, identifies the following different levels of engagement in relation to the significance of a decision:
- collaborate – working together to develop understanding of all issues and interests to work out alternatives and identify preferred solutions
 - involve – participatory process designed to help identify issues and views to ensure that concerns and aspirations are understood and considered prior to decision making
 - consult – two-way communications designed to obtain public feedback about ideas on rationale, alternatives and proposals to inform decision making
 - Inform – one-way communication providing balanced and objective information to assist understanding about something that is going to happen or has happened.

¹ Based on the current 11 Councillors, the quota to be elected to RDC under STV is just over one-twelfth of votes cast (N.B. based on total electors on the roll in 2019, the quota would be $7,688/12 = 640$)

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- 6.9 RDC should consider what combination of an at-large/Wards/mixed system of council representation and Community Boards, reflecting current communities of interest in Ruapehu District, would best facilitate community engagement particularly the higher levels of “collaboration” and “involvement”?

7 RECOMMENDED APPROACH TO IDENTIFYING COMMUNITIES OF INTEREST

7.1 For the first step of the review, the Local Government Commission recommends an approach to identifying communities of interest based on the following three dimensions:

- *Perceptual*: a sense of belonging or identity
- *Functional*: the availability of services
- *Political*: the representation of interests

7.2 The dimensions are not independent of each other and one dimension may reinforce another. For example, the availability of a particular service such as the local school, may reinforce the sense of belonging to that area.

7.3 Communities of interest exist simultaneously at different levels, for example at both a district level and a more local community level.

7.4 Communities of interest can change over time particularly as a result of changes in population size and diversity, and as a result of urban development. Increasing use of technology may also result in more 'virtual' communities as distinct from local geographic place-based communities.

7.5 The following analysis of communities of interest in Ruapehu District as a whole and the current four Wards (see also *Appendix 1*) provides:

- statistical profiles (using 2018 census data given this is the most recent comprehensive data available) covering:
 - population
 - ethnicity
 - occupation
 - social deprivation (based on the NZ Deprivation Index 2018² on a scale of 1 to 10 with 10 having the highest deprivation)
- a brief history of current arrangements to help in assessing the current 'sense of belonging and identity' in particular areas
- the 'availability of services', both council and non-council, in the district and Wards
- an outline of some of the current arrangements for 'representation of interests'.

² Otago University NZ Deprivation Index 2018 using the following nine factors: people with no access to the Internet at home; people aged 18-64 receiving a means tested benefit; people living in equivalised households (relates to household composition) with income below an income threshold; people aged 18-64 years who are unemployed; people aged 18-64 without any qualifications; people not living in their own home; people aged under 65 living in a single parent family; people living in equivalised households below a bedroom occupancy threshold; people living in dwellings that are always damp and/or always have mould greater than A4 size.

8 RUAPEHU DISTRICT

8.1 Statistical profile

8.1.1 Population

There has been some population growth in the district in recent years, but this is projected to plateau and then decline slightly:

- 2006 census: 13,572
- 2013 census: 11,844
- 2018 census: 12,309
- 2020 estimate: 12,810
- 2043 'medium' projection (from 2018 base): 11,850

The median age was 39 years at the 2018 census, slightly older than NZ as a whole (37.4 years)

8.1.2 Ethnicity

The ethnic breakdown of the district shows a significantly higher proportion of Māori compared to NZ as a whole, with a total Māori population of 5,337 at the 2018 census (median age 27 years):

- European: 68.8% (NZ 70.2%)
- Māori: 43.4% (NZ 16.5%)
- Pasifika: 2.8% (NZ 8.1%)
- Asian: 3.4% (NZ 15.1%)

8.1.3 Occupation (3 most common occupations)

- Managers (includes farmers and farm managers)
- Labourers
- Community & trade personal service workers

8.2 Sense of belonging and identity

8.2.1 In establishing Ruapehu District in 1989, the then Local Government Commission saw the district, combining the former Taumarunui Borough and County and former Waimarino District, as having "a similar community of interest centred on Mt Ruapehu and its tourist potential".

8.2.2 This identity remains the case today with the RDC website describing the district as including the western half of Tongariro National Park (most of Mt Ruapehu and western sides of Mt Ngauruhoe & Mt Tongariro) a dual world heritage location, and also part of Whanganui National Park.

8.2.3 The district has a network of local roads connected to two state highways which run through the district to the east and west of the mountains. The district is also connected by the main trunk railway line including the renowned Raurimu Spiral. Further reinforcing its identity, the district contains a large army base and National Army Museum in Waiouru.

8.2.4 The district is also characterised by a range of farming, forestry, manufacturing and tourism industries.

8.2.5 RDC has identified the three main river valleys in the district (Whanganui, Whangaehu and Turakina), which are not confined to the current Wards, as another feature of the district. It has based its 'River Valley' engagement model on these, using what it describes as the unique communities of interest who live and work in these remote rural river valleys.

8.2.6 As noted, Ruapehu has a number of distinctive socio-economic characteristics including its demographics and ethnic breakdown which further reinforces the identity of the area.

8.2.7 A key issue to address, is the degree of variation in these characteristics across the district and the extent these variations relate to particular geographic locations.

8.3 Availability of services

8.3.1 Non-council services

Ruapehu District, either as a whole or divided, comes within wider areas in relation to:

- Health: Waikato DHB (northern area including National Park) and Whanganui DHB (southern area)
- Work and Income: Taranaki-King County-Whanganui
- Heartland Services: Western-Central (northern area) and Central/Wellington (southern area)
- Police: Central Police District
- Fire and Emergency: Manawatū-Whanganui

8.3.2 Council services

Most council services are provided from RDC's main office in Taumarunui, the main centre of population. Some services are also provided in the south from a second office in Ohakune and from a service centre in Raetihi.

8.3.3 Ruapehu District is part of the Manawatū-Whanganui Region for other local government services including civil defence and emergency management. The aim of this service is to:

- increase community awareness, understanding and participation in emergency management
- enhance local capabilities to manage emergencies and recover from disasters.

8.4 Representation of interests

8.4.1 Council representation

Ruapehu is a relatively large district (6,734 sq. kms) with a mayor, 11 Councillors and two Community Boards.

8.4.2 The level of representation for the population of Ruapehu District is on a par with other districts with similar sized populations (based on 2020 estimates).

Council	Population	No. of Councillors	Average population per Councillor	Area (Sq. km.)	Average area per Councillor	Community Boards
Grey	13,820	8	1,728	3,474	434	None
Hurunui	13,320	10	1,332	8,641	864	1 (part of district)
Gore	12,920	11	1,133	1,254	114	1 (part of district)
Ruapehu	12,810	11	1,165	6,734	612	2 (part of district)
Sth Wairarapa	11,410	9	1,268	2,388	265	3 (whole district)
Otorohanga	10,680	7	1,526	1,999	285	2 (part of district)

8.4.3 The current Ward representation arrangements (based on 2020 estimates) are set out in the following table.

Ward	Population	Councillors	Population per Councillor	Variance from average (+/- 10% compliance)
Ohura	1,010	1	1,010	-13.27
Taumarunui	6,130	5	1,226	+5.28
National Park	1,080	1	1,080	-7.26
Waimarino-Waiouru	4,590	4	1,148	-1.46
Total	12,810	11	1,165	

8.4.4 The current Community Board representation arrangements (based on 2020 estimates) are set out in the following table.

Community	Population	Members	Population per Elected Member
National Park	1,080	4 (plus 1 Cr)	270
Waimarino-Waiouru	4,590	4 (plus 2 Crs)	1,148

8.4.5 There is a Taumarunui-Ohura Ward Committee covering the remaining two northern Wards. The committee comprises 5 Taumarunui Councillors and 1 Ohura Councillor and has the same powers and functions as the Community Boards.

8.4.6 *Māori representation*

Te Kahui Mangai website identifies up to 11 iwi/communities of individuals with interests in the District. These include mandated or recognised organisations under the Māori Fisheries Act 2004 and for Treaty of Waitangi settlement purposes. They may also exercise kaitiakitanga in the area for the purposes of the Resource Management Act 1991.

8.4.7 For the purposes of establishing Māori Wards in Ruapehu District, the district's Māori electoral population (MEP³) is 3,830 and the general electoral population (GEP) is 8,980.

8.4.8 The number of Councillors to be elected from Māori Wards is then calculated by a formula based on the MEP as a proportion of the total electoral population (i.e. MEP plus GEP which equals 12,810). This formula provides a range of options for Ruapehu District as set out in *Appendix 2*.

8.4.9 *Other representation*

There are a number of other organisations representing particular interests covering Ruapehu District or a wider area. These include a Ruapehu Province of Federated Farmers and Sport Whanganui.

³ MEP is defined in the Electoral Act 1993 as a figure representing both those registered on the Māori electoral roll and a proportion of those of Māori descent not registered to vote on any roll and those under 18 years.

9 OHURA WARD

9.1 Statistical profile

Ohura Ward comprises one complete statistical area (SA2): Otangiwai-Ohura.

9.1.3 Population

- 2006: 1,233
- 2013: 1,086
- 2018: 1,020 (median age: 43.4 years)
- 2020 (estimate): 1,010

9.1.4 Ethnicity

- European: 84% (Ruapehu 69%)
- Māori: 30% (Ruapehu 43%)
- Other: 4% (Ruapehu 8%)

9.1.5 Occupation (3 most common occupations)

- Managers
- Labourers
- Technicians & trade workers/Clerical & administrative workers

9.1.6 Social deprivation

- Otangiwai-Ohura: 8

9.2 Sense of belonging and identity

This Ward was established in 1989. Its identity as an area is likely to pre-date this as part of the former Taumarunui County.

9.2.1 Currently the Ward has a declining population that is distinctly more European and less Māori than the district as a whole. Compared to the district, there is a lower proportion of people in the younger age groups (0 to 17 years) and a higher proportion of people in the older age groups (60+ years). Its occupation breakdown shows significantly more 'managers' (likely to be mainly farmers/ farm managers) than any other Ward. Its social deprivation is mid-range compared to the other Wards.

9.2.2 There has not been an election for Ward Councillor for a number of elections (see *Appendix 3*) and, as a result, it is not possible to use levels of electoral participation to help assess resident identification with the Ward.

9.2.3 Do the current boundaries with neighbouring Wards still make this Ward a distinct community of interest that residents identify with i.e. has few commonalities with the neighbouring Wards?

9.3 Availability of services

The Ward has some local services, both council provided and non-council services, that may help define the area. These include:

- main townships (for local services): Waimiha, Ongarue, Matiere, Ohura
- schools: MOE website shows 4 full primary schools in the Ward (Ongarue, Matiere, Ohura, Tokirima)
- local roading network including footpaths, walking and cycle tracks
- other council infrastructural services include: Ohura water supply; Ohura & Matiere stormwater; Ongarue & Ohura transfer stations

-
- community and recreation services include: Ohura Memorial Hall, Waitaanga hall & Kirikau hall; Ohura & Ongarue public toilets; Matiere & Ohura cemeteries

9.3.1 To what extent do current Ward services help define this Ward as a community of interest distinct from neighbouring areas?

9.4 Representation of interests

This Ward has existed at least since 1989. From 1989 it had a Community Board covering the Ward but this was disestablished in 2004. It is now covered by the joint Taumarunui-Ohura Ward Committee.

9.4.1 The Ward's population has declined in recent years and may continue to do so given its demographic profile. With its one Ward Councillor, the Ward does not now comply with the '+/-10% fair representation' rule.

9.4.2 The current Māori electoral population is 190 and the general electoral population 830.

9.4.3 Does this Ward reflect a distinct community of interest with few commonalities of interest with neighbouring Wards, therefore requiring separate representation?

10 TAUMARUNUI WARD

10.1 Statistical profile

Taumarunui Ward comprises four complete statistical areas (SA2s): Ngapuke (large area surrounding the urban area), Taumarunui North, Taumarunui Central and Taumarunui East.

10.1.2 Population

10.1.3 Ngapuke:

- 2006: 1,356
- 2013: 1,296
- 2018: 1,677 (median age: 42.6 years)

10.1.4 Taumarunui North:

- 2006: 1,776
- 2013: 1,566
- 2018: 1,263 (median age: 41.6 years)

10.1.5 Taumarunui Central:

- 2006: 1,611
- 2013: 1,458
- 2018: 1,485 (median age: 46.3 years)

10.1.6 Taumarunui East:

- 2006: 1,608
- 2013: 1,425
- 2018: 1,545 (median age: 36.5 years)

10.1.7 Total Taumarunui Ward:

- 2006: 6,351
- 2013: 5,745
- 2018: 5,970
- 2020 (estimate): 6,130

10.1.8 Ethnicity

10.1.9 Ngapuke:

- European: 74% (Ruapehu 69%)
- Māori: 41% (Ruapehu 43%)
- Other: 6% (Ruapehu 8%)

10.1.10 Taumarunui North

- European: 65% (Ruapehu 69%)
- Māori: 46% (Ruapehu 43%)
- Other: 10% (Ruapehu 8%)

10.1.11 Taumarunui Central

- European: 65% (Ruapehu 69%)
- Māori: 49% (Ruapehu 43%)
- Other: 8% (Ruapehu 8%)

10.1.12 Taumarunui East

- European: 52% (Ruapehu 69%)
- Māori: 63% (Ruapehu 43%)
- Other: 7% (Ruapehu 8%)

10.1.13 Occupation (3 most common occupations)

10.1.14 Ngapuke:

- Managers
- Labourers
- Professionals

10.1.15 Taumarunui North:

- Labourers
- Professionals
- Technicians & trade workers

10.1.16 Taumarunui Central:

- Professionals
- Labourers
- Technicians & trade workers

10.1.17 Taumarunui East:

- Labourers
- Community & personal services workers
- Technicians & trade workers

10.1.18 Social deprivation

- Ngapuke: 8
- Taumarunui North: 9
- Taumarunui Central: 10
- Taumarunui East: 10

10.2 Sense of belonging and identity

This Ward was established in 1989. Its identity as an area pre-dates this as the former Taumarunui Borough.

10.2.1 In recent years the Ward has had small population increases. Today, there are some demographic and socio-economic differences between different areas within the Ward. The surrounding more rural area (Ngapuke) has a slightly different profile from the urban areas and the Taumarunui East area in particular. Ngapuke has a more European population and 'managers' are the most common occupation. It also has a slightly lower level of social deprivation.

10.2.2 As an indicator of the level of identification with the Ward, there has been a reasonable level of interest in standing for election over the last three elections with voter turnout at or above the district average (see *Appendix 3*).

10.2.3 To what extent do the current boundaries of this Ward reflect a community of interest, or communities of interest with particular commonalities, that residents identify with and which is distinct from other Wards?

10.3 Availability of services

The Ward has a range of local services, both council provided and non-council services, that help define the area. These include:

- main town/townships (for shopping and other local services): Taumarunui, Piriaka, Kakahi
- schools: MOE website shows 8 full primary schools in or close to Taumarunui urban area as well as Taumarunui High School
- local roading network including footpaths, walking and cycling tracks
- other council infrastructural services include: Taumarunui water supply; Taumarunui wastewater; Taumarunui & Kakahi stormwater; Taumarunui landfill & recycling centre
- community and recreation services include: Taumarunui library; Taumarunui swimming pool; Taumarunui Memorial Hall, Manunui Memorial Hall, Taringamotu hall & Otunui hall; Taumarunui & Manunui public toilets; Taumarunui holiday park; Taumarunui & Manunui cemeteries; Taumarunui social housing units; Taumarunui aerodrome; Taumarunui i-SITE

10.3.1 To what extent do current Ward services help define this Ward as a community of interest distinct from neighbouring Wards?

10.4 Representation of interests

This Ward has existed at least since 1989. While it has never had a Community Board, it is now also covered by the joint Taumarunui-Ohura Ward Committee.

10.4.1 Overall, the Ward's population has had some growth in recent years and with its current five Ward Councillors it complies with the '+/-10% fair representation' rule.

10.4.2 The current Māori electoral population is 2,140 and the general electoral population 3,990.

10.4.3 Does this Ward reflect a distinct community of interest, or communities of interest with particular commonalities, and with few commonalities of interest with neighbouring Wards, therefore requiring separate representation?

11 NATIONAL PARK WARD

11.1 Statistical profile

National Park Ward comprises one complete statistical area (SA2): National Park.

11.1.2 Population

- 2006: 1,131
- 2013: 1,065
- 2018: 1,050 (median age: 41.3 years)
- 2020 (estimate): 1,080

11.1.3 Ethnicity

- European: 86% (Ruapehu 69%)
- Māori: 20% (Ruapehu 48%)
- Other: 6% (Ruapehu 8%)

11.1.4 Occupation (3 most common occupations)

- Managers
- Labourers
- Professionals/Community & personal service workers

11.1.5 Social deprivation

- National Park: 6

11.2 Sense of belonging and identity

This Ward was established in 1989. Its identity as an area is likely to pre-date this as part of the former Taumarunui County.

11.2.1 Currently the Ward has a reasonably stable population that is distinctly more European and less Māori than the district as a whole. Compared to the district, there is a similar proportion of people in the younger age groups (0 to 17 years) and a lower proportion of people in the older age groups (60+ years). The most common occupation is 'managers' (likely to be farmers/farm managers). Its social deprivation is the lowest in the district.

11.2.2 As an indicator of the level of identification with the Ward, there has been a reasonable level of interest in standing for election for council over the last three elections with voter turnout above the district average. However, for only three of the last seven triennial elections have there been sufficient candidates for there to be elections for the Community Board.

11.2.3 Do the current boundaries with neighbouring Wards still make this Ward a distinct community of interest that residents identify with i.e. has few commonalities with the neighbouring Wards?

11.3 Availability of services

The area has some local services, both council provided and non-council services, that may help define the area. These include:

- main townships (for shopping and other local services): Owango, Raurimu, National Park
- schools: MOE website shows 3 full primary schools in the Ward (Owango, Kaitieke, National Park)
- local roading network including footpaths, walking and cycling tracks

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- other council infrastructural services include: Owhango and National Park water supply; National Park wastewater; Owhango & National Park stormwater; Owhango & National Park transfer stations
 - community and recreation services include: National Park hall, Retaruke hall, Kaitieke hall & Owhango hall; National Park & Owhango public toilets; Owhango & Raurimu cemeteries; Whakapapa i-SITE

11.3.1 To what extent do current Ward services help define this Ward as a community of interest distinct from neighbouring areas?

11.4 Representation of interests

This Ward has existed at least since 1989. It has also had a Community Board covering the Ward since 1989.

11.4.1 Overall, the Ward's population appears reasonably stable and with its current one Ward Councillor it still complies with the '+/-10% fair representation' rule.

11.4.2 The current Māori electoral population is 150 and the general electoral population 930.

11.4.3 Does this Ward reflect a distinct community of interest with few commonalities of interest with neighbouring Wards, therefore requiring separate representation?

12 WAIMARINO-WAIOURU WARD

12.1 Statistical profile

Waimarino-Waiouru Ward comprises four complete statistical areas (SA2s): Tangiwai (large area surrounding three small urban areas), Ohakune, Raetihi and Waiouru.

12.1.2 Population

12.1.3 Tangiwai:

- 2006: 1,368
- 2013: 1,227
- 2018: 1,281 (median age: 40.0 years)

12.1.4 Ohakune:

- 2006: 1,095
- 2013: 984
- 2018: 1,182 (median age: 36.1 years)

12.1.5 Raetihi:

- 2006: 1,035
- 2013: 1,002
- 2018: 1,038 (median age: 33.23 years)

12.1.6 Waiouru:

- 2006: 1,362
- 2013: 741
- 2018: 765 (median age: 28.0 years)

12.1.7 Waimarino-Waiouru Ward:

- 2006: 4,860
- 2013: 3,954
- 2018: 4,266
- 2020 (estimate): 4,590

12.1.8 Ethnicity

12.1.9 Tangiwai:

- European: 78% (Ruapehu 69%)
- Māori: 34% (Ruapehu 43%)
- Other: 6% (Ruapehu 8%)

12.1.10 Ohakune:

- European: 70% (Ruapehu 69%)
- Māori: 35% (Ruapehu 43%)
- Other: 14% (Ruapehu 8%)

12.1.11 Raetihi:

- European: 55% (Ruapehu 69%)
- Māori: 67% (Ruapehu 43%)
- Other: 6% (Ruapehu 8%)

12.1.12 Waiouru:

- European: 68% (Ruapehu 69%)
- Māori: 41% (Ruapehu 43%)
- Other: 15% (Ruapehu 8%)

12.1.13 Occupation (3 most common occupations)

12.1.14 Tangiwai:

- Managers
- Labourers
- Professionals/Clerical & administrative workers

12.1.15 Ohakune:

- Managers
- Professionals
- Labourers

12.1.6 Raetihi:

- Labourers
- Machinery operators & drivers
- Technicians & trade workers

12.1.7 Waiouru:

- Community & personal services workers
- Managers
- Technicians & trade workers

12.1.8 Social deprivation

- Tangiwai: 6
- Ohakune: 8
- Raetihi: 10
- Waiouru: 7

12.2 Sense of belonging and identity

This Ward was established in 2004 by combining the previous separate Waimarino and Waiouru Wards which had been established in 1989.

12.2.1 Prior to the local government reforms of the late 1980s, there had been a Waimarino County along with separate boroughs for Raetihi and Ohakune. The Local Government Commission issued a final reorganisation scheme for the union of these three local authorities in 1987. The new Waimarino District Council was then abolished in 1989 with the formation of Ruapehu District Council.

12.2.2 The new Ruapehu District included all Defence land associated with the Waiouru military camp which had previously been split between two local authorities.

12.2.3 Given the history of local government structures in the Ward, residents are likely to have some sense of identity at least with particular areas of the Ward.

12.2.4 Overall, the Ward has had some population growth in recent years but there have been variations in particular areas, notably a reasonably significant decline in Waiouru population presumably associated with changes at the military camp. There are also variations in other aspects of the

statistical profiles of the component parts of the combined area. The surrounding Tangiwai statistical area has a profile similar to other rural areas in the district while the profiles for Ohakune and Waiouru are in line with the profile for the district as a whole. On the other hand, Raetihi has a profile more in line with the Taumarunui East profile.

12.2.5 As an indicator of the level of identification with the Ward, there has been a reasonable level of interest in standing for election for council over the last three elections with voter turnout near or just below the district average. However, for five of the last six triennial elections for the combined Waimarino-Waiouru Community Board there have not been sufficient candidates to require elections.

12.2.6 Do the current boundaries with neighbouring Wards still make this Ward a distinct community of interest, or communities of interest with particular commonalities, that residents identify with i.e. has few commonalities with the neighbouring Wards?

12.3 Availability of services

The area has some local services, both council provided and non-council services, that may help define the area. These include:

- main townships (for shopping and other local services): Raetihi, Ohakune, Rangataua, Waiouru, Pipiriki
- schools: MOE website shows 5 full primary schools in the Ward (Orautoha, Raetihi, Te Kura Kaupapa Māori o Ngati Rangi, Ohakune, Waiouru) and Ruapehu College
- local roading network including footpaths, walking and cycling tracks
- other council infrastructural services include: Raetihi, Ohakune and Waiouru (shared) water supply; Raetihi, Ohakune, Rangataua, Pipiriki and Waiouru (shared) wastewater services; Raetihi, Ohakune, Rangataua & Waiouru stormwater; Ohakune transfer station
- community and recreation services include: Raetihi & Ohakune libraries; Raetihi & Ohakune swimming pools; Horopito hall, Karioi hall, Raetihi hall & Rangataua hall; Raetihi & Ohakune holiday parks; Raetihi, Ohakune, Waiouru & Tangiwai public toilets; Raetihi, Ohakune & Rangataua cemeteries; Raetihi & Ohakune social housing units; Ohakune railway station; Ohakune & Waiouru i-SITES

12.3.1 To what extent do current Ward services help define this Ward as a community of interest distinct from neighbouring areas?

12.4 Representation of interests

The combined Ward was established in 2004 along with a Community Board covering the combined area. The former Waiouru Community Board had been abolished in 1998.

12.4.1 Overall, there has been a small population growth in recent years in the Ward, and with its current four Councillors complying with the '+/-10% fair representation' rule.

12.4.2 The current Māori electoral population is 1,350 and the general electoral population 3,250.

12.4.3 Does this Ward reflect a distinct community of interest, or communities of interest with particular commonalities, and with few commonalities of interest with neighbouring Wards, therefore requiring separate representation?

13 EFFECTIVE AND FAIR REPRESENTATION FOR RUAPEHU DISTRICT

13.1.1 After identifying communities of interest in the district, RDC must next consider:

- Effective representation for the identified communities of interest in relation to:
 - total number of Councillors
 - basis of election for electing Councillors
 - establishment of Community Boards
- Fair representation for electors of Wards (if any) in relation to:
 - Councillors representing approximately the same number of people (i.e. the ratio of people per Councillor in each Ward is within +/-10% of the ratio for the district as a whole, known as the '+/-10% rule').

13.1.2 In relation to the '+/-10% rule', there is now more flexibility to go outside the permitted ratio. In addition to the previous grounds for non-compliance based on isolation, further grounds are that compliance would result in splitting communities of interest or grouping communities of interest with few commonalities of interest. If a council does decide not to comply, the final proposal must be referred to the Local Government Commission for endorsement (whether or not there are appeals or objections against the final proposal).

13.1.3 There are a range of options open to RDC in relation to the total number of Councillors and how they are elected, and also the requirement to consider Community Boards. Possible options are presented below to assist Elected Members in their considerations.

13.1.4 RDC has resolved to establish one or more Māori Wards and is awaiting further feedback from Māori on preferred options. Accordingly, the options below do not identify a particular preferred option relating to these issues at this time.

13.2 TOTAL NUMBER OF COUNCILLORS

13.2.1 Two possible options are:

1. Retaining the current 11 Councillors elected from general Wards and adding four Councillors elected from the Māori Wards (total number of Councillors 15)
2. Retaining the current total number of Councillors at 11, meaning 8 Councillors elected from general Wards and 3 Councillors elected from Māori Wards (total number of Councillors 11)
N.B Under Option 2 it would also be possible for 4 Councillors to be elected from Māori Wards.

13.2.2 Option 1 was the most favoured option in the pre-consultation.

Considerations include:

- Diversity of council representation e.g. age, ethnicity, socio-economic status, occupation
- Accessibility of Councillors to the community
- Ability for Councillors to share workloads and specialise in particular areas
- Efficiency of decision-making processes
- Cost (while the remuneration pool for Councillors is fixed, miscellaneous expenses increase with the number of Councillors)

13.3 HOW COUNCILLORS ARE ELECTED

13.3.1 The options available are:

1. 'At large'
2. Two or more general Wards
3. A mix of both 'at large' and Wards

13.3.2 Considerations relating to the election of Councillors include:

13.3.3 'At large' elections:

- can provide more diverse and proportional representation for communities of interest spread across the district e.g. young people, Māori not on the Māori roll
- voters have more choice of candidates
- voters may feel they have more say in running the district
- residents have more choice in approaching Councillors after the elections
- easier for Councillors to act in the interests of the district as a whole

13.3.4 Wards:

- fewer positions/candidates may have a positive impact on voter turnout
- may enhance representation of smaller and isolated communities
- likely to reduce time and resource costs for candidates
- may improve accountability in the Ward by ensuring closer link between residents and councilor

13.3.5 Mixed system:

- can achieve the benefits of both 'at large' and Wards
- this may be offset in part by resulting in larger Wards

13.3.6 If Elected Members wish to retain Wards, possible options and issues include:

13.3.7 Current Four Wards:

- Ohura Ward does not comply with the +/-10% rule (would require additional 117 people to achieve compliance)
- Ohura Ward, some northern parts of National Park Ward and the rural area of Taumarunui Ward have a common rural identity and, based on their proximity, are likely to have a functional community of interest (availability of services) with the Taumarunui urban area
- the identity of the southern part of National Park Ward is more closely linked to the nearby mountains with likely to be more to the south and Ohakune in particular
- the rural area of Waimarino-Waiouru Ward also has a similar identity with the northern rural areas but is likely to have functional communities of interest (availability of services) with Raetihi and Ohakune reflected in the roading network
- the Raetihi and Ohakune areas have reasonably distinctive urban identities, also linked to the mountains, and are likely to have servicing functions for the surrounding rural areas
- Waiouru, in the eastern area of Waimarino-Waiouru Ward on SH1, has a declining population and distinctive identity linked to the army base and military museum, its functional community of interest (availability of services) is likely to be with Ohakune or perhaps outside the district.

13.3.8 A possible option to address particular issues raised above would be a two-Ward option, i.e. 'northern' and 'southern' Wards.

13.3.9 While another possible option would be to establish more distinctly 'urban' (Taumarunui, Ohakune and Raetihi) and 'rural' Wards, this however minimises functional communities of interest between urban and rural areas.

13.3.10 Maps are attached (Appendix 4)

14 COMMUNITY BOARDS

14.1 Elected Members must consider the establishment/continuation of Community Boards as part of its review. As noted earlier in this report, Community Boards are a means of assisting the council to meet the purpose of local government (i.e. enabling local decision-making and promoting community well-being) and also achieving certain principles (e.g. engaging with and taking account of the diversity of community interests in its decision making).

14.2 Under the Local Electoral Act, Community Boards can also assist in the achievement of effective representation of communities. In particular, they can be a good option where Elected Members may be considering either larger Wards or 'at large' council representation.

14.3 Community Boards do not need to follow Ward boundaries. However, consideration should be given to boundaries coinciding, where practicable, to assist resident identification with communities of interest and also their understanding of local electoral arrangements.

14.4 The vast majority of submitters in the pre-consultation supported Community Boards in Ruapehu District including some proposing a board(s) for the Taumarunui and Ohura Wards.

District and Ward demographics

APPENDIX 1

Age & sex in Ruapehu District (2018 Census)

Category	Male (%)	Female (%)
0–4yrs	7.5	7.1
5–9yrs	8.3	7.9
10–14yrs	6.6	6.7
15–19yrs	5.9	5.5
20–24yrs	5.7	4.9
25–29yrs	6.7	7
30–34yrs	5.7	5.8
35–39yrs	4.9	5.5
40–44yrs	5.2	5.5
45–49yrs	6.1	6.5
50–54yrs	7.1	6.8
55–59yrs	7.2	7.6
60–64yrs	7.3	7.3
65–69yrs	6.2	5.9
70–74yrs	4.3	4
75–79yrs	2.7	2.6
80–84yrs	1.4	1.4
85yrs&over	1	1.7

Age and sex in New Zealand (2018 Census)

Category	Male (%)	Female (%)
0–4yrs	6.5	6
5–9yrs	7.1	6.6
10–14yrs	6.7	6.3
15–19yrs	6.6	6.2
20–24yrs	7.1	6.5
25–29yrs	7.5	7.2
30–34yrs	6.7	6.8
35–39yrs	6.2	6.3
40–44yrs	6.1	6.3
45–49yrs	6.7	7
50–54yrs	6.5	6.6
55–59yrs	6.4	6.5
60–64yrs	5.5	5.6
65–69yrs	4.8	4.9
70–74yrs	3.8	4
75–79yrs	2.7	3
80–84yrs	1.6	2
85yrs&over	1.4	2.2

Service age group (years)	Otagiawai -Ohura	Ngapuke	Taumarunui North	Taumarunui Central	Taumarunui East	National Park	Tangiwai	Ohakune	Raetihi	Waiouru	Ruapehu District
Babies and Pre-schoolers (0-4)	69 (6.8%)	90 (7.1%)	126 (7.5%)	105 (7.1%)	96 (6.2%)	63 (6.0%)	90 (7.0%)	99 (8.4%)	84 (8.1%)	81 (10.5%)	7.3%
Primary Schoolers (5-11)	102 (10.0%)	126 (10.0%)	168 (10.0%)	153 (10.3%)	213 (13.8%)	123 (11.7%)	144 (11.2%)	99 (8.4%)	165 (15.9%)	93 (12.1%)	11.3%
Secondary Schoolers (12-17)	63 (6.2%)	93 (7.4%)	123 (7.3%)	87 (5.8)	138 (9.0%)	78 (7.4%)	105 (8.2%)	60 (5.1%)	78 (7.5%)	48 (6.3%)	7.1%
Tertiary education & independence (18-24)	63 (6.2%)	90 (7.1%)	117 (7.0%)	90 (6.0%)	132 (8.6%)	51 (4.9%)	84 (6.6%)	87 (7.4%)	87 (8.4%)	108 (14.1%)	7.5%
Young workforce (25-34)	126 (12.4%)	135 (10.7%)	207 (12.3%)	153 (10.3%)	162 (10.5%)	126 (12.0%)	138 (10.8%)	231 (19.6%)	126 (12.1%)	153 (19.9%)	12.6%
Parents & homebuilders (35-49)	168 (16.5%)	207 (16.4%)	237 (14.1%)	237 (15.9%)	255 (16.6%)	225 (21.5%)	234 (18.3%)	207 (17.6%)	180 (17.3%)	132 (17.2%)	16.9%
Older workers & pre-retirees (50-59)	177 (17.4%)	195 (15.5%)	195 (11.6%)	225 (15.1%)	192 (12.5%)	165 (15.8%)	231 (18.0%)	168 (14.3%)	132 (12.7%)	75 (9.8%)	14.3%
Empty nesters & retirees (60-69)	168 (16.5%)	207 (16.4%)	228 (13.6%)	231 (15.5%)	195 (12.7%)	141 (13.5%)	177 (13.8%)	123 (10.5%)	114 (11.0%)	63 (8.2%)	13.4%
Seniors (70-84)	72 (7.1%)	108 (8.6%)	222 (13.2%)	168 (11.3%)	138 (9.0%)	63 (6.0%)	66 (5.2%)	96 (8.2%)	63 (6.1%)	15 (2.0%)	8.3%
Elderly aged (85 & over)	12 (1.2%)	9 (0.7%)	54 (3.2%)	39 (2.6%)	18 (1.2%)	12 (1.1%)	12 (0.9%)	6 (0.5%)	9 (0.9%)	0 (0.0%)	1.3%
TOTALS	1,020	1,263	1,677	1,485	1,545	1,050	1,281	1,182	1,038	765	

Ethnic groups	Otagiwai-Ohura	Ngapuke	Taumarunui North	Taumarunui Central	Taumarunui East	National Park	Tangiwai	Ohakune	Raetihi	Waiouru	Ruapehu District
Asian	18 (1.8%)	27 (2.1%)	87 (5.2%)	57 (3.8%)	21 (1.4%)	30 (2.9%)	33 (2.6%)	93 (7.9%)	21 (2.0%)	36 (4.7%)	3.4%
European	861 (84.4%)	933 (73.9%)	1,095 (65.3%)	960 (64.6%)	795 (51.5%)	903 (86.0%)	1,002 (78.2%)	825 (69.8%)	573 (55.2%)	519 (67.8)	68.8%
Maori	309 (30.3%)	513 (40.6%)	765 (45.6%)	723 (48.7%)	966 (62.5%)	210 (20.0%)	435 (34.0%)	411 (34.8%)	693 (66.8%)	315 (41.2%)	43.4%
Mid-Eastern/Latin American/African	0 (0.0%)	6 (0.5%)	6 (0.4%)	3 (0.2%)	9 (0.6%)	6 (0.6%)	6 (0.5%)	15 (1.3%)	3 (0.3%)	6 (0.8%)	0.5%
New Zealander	3 (0.3%)	12 (1.0%)	21 (1.3%)	6 (0.4%)	18 (1.2%)	15 (1.4%)	9 (0.7%)	24 (2.0%)	6 (0.6%)	18 (2.4%)	1.0%
Other ethnicity	3 (0.3%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	3 (0.2%)	3 (0.3%)	0 (0.0%)	0 (0.0%)	0 (0.0%)	3 (0.4%)	0.1%
Pacific peoples	15 (1.5%)	27 (2.1%)	48 (2.9%)	54 (3.6%)	54 (3.5%)	15 (1.4%)	33 (2.6%)	27 (2.3%)	30 (2.9%)	48 (6.3%)	2.8%

Occupations	Otagiwai-Ohura	Ngapuke	Taumarunui North	Taumarunui Central	Taumarunui East	National Park	Tangiwai	Ohakune	Raetihi	Waiouru	Ruapehu District
Managers ⁴	41.6%	28.3%	11.7%	12.6%	11.8%	30.4%	30.8%	22.3%	11.8%	16.9%	22.2%
Professionals	4.6%	11.3%	16.5%	16.1%	11.8%	12.7%	10.0%	16.5%	11.8%	7.5%	12.2%
Technicians & trade workers	6.1%	10.0%	15.2%	14.6%	15.0%	9.3%	9.2%	12.5%	12.9%	9.4%	11.3%
Community & personal service workers	5.6%	9.1%	14.3%	12.6%	16.6%	12.7%	7.6%	11.6%	11.8%	45.0%	13.9%
Clerical & administrative workers	6.1%	9.6%	10.0%	10.6%	8.6%	9.8%	10.0%	8.0%	7.6%	6.9%	8.8%
Sales workers	4.1%	4.3%	8.7%	12.1%	7.0%	3.4%	4.4%	6.2%	4.7%	3.1%	5.9%
Machinery operators & drivers	3.6%	7.4%	4.3%	6.0%	10.2%	7.8%	7.6%	6.7%	13.5%	3.8%	6.9%
Labourers	27.4%	20.0%	18.6%	15.1%	19.3%	13.7%	20.8%	16.1%	25.9%	8.1%	18.6%

Social Deprivation ⁵	Ohura	Ngapuke	Taumarunui North	Taumarunui Central	Taumarunui East	National Park	Tangiwai	Ohakune	Raetihi	Waiouru	Ruapehu District
	1,037	1,045	1,114	1,163	1,242	997	1,002	1,032	1,129	1,017	

⁴ Includes farmers and farm managers

⁵ Index presented here as a scale and with the higher the number meaning the higher the deprivation (mean of 1,000).

APPENDIX 2

Options for number of Councillors elected from Māori Wards in Ruapehu District

No. of Councillors from Māori Wards	No. of Councillors from general Wards	Total no. of Councillors
1	4	5
2	4	6
2	5	7
2	6	8
3	6	9
3	7	10
3	8	11
4	8	12
4	9	13
4	10	14
4	11	15
5	11	16
5	12	17
5	13	18
6	13	19
6	14	20

APPENDIX 3

Number of candidates at elections and voter turnout

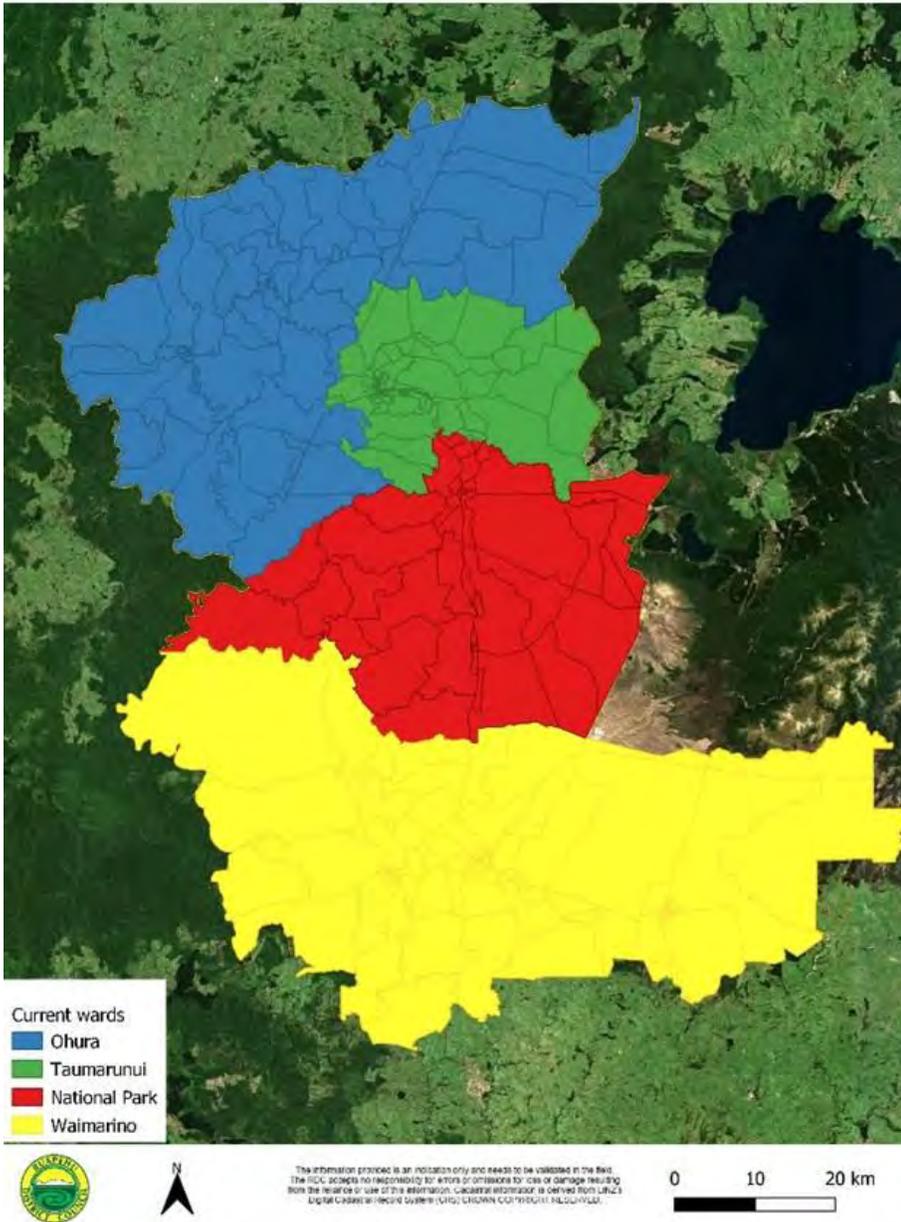
Ward	2001	2004	2007	2010	2013	2016	2019
Ohura:							
• No. of candidates (positions)			1 (1)	1 (1)	1 (1)	1 (1)	1(1)
• Voter turnout			NA	NA	NA	NA	NA
Taumarunui:							
• No. of candidates (positions)			11 (5)	7 (5)	9 (5)	9 (5)	7 (5)
• Voter turnout			52%	46%	47%	47%	52%
National Park:							
• No. of candidates (positions)			2 (1)	3 (1)	3 (1)	2 (1)	3 (1)
• Voter turnout			50%	49%	57%	51%	53%
Waimarino(-Waiouru):							
• No. of candidates (positions)			5 (4)	5 (4)	5 (4)	5 (4)	8 (4)
• Voter turnout			41%	33%	46%	48%	48%
Waiouru:							
• No. of candidates (positions)		xx	xx	xx	xx	xx	xx
• Voter turnout		xx	xx	xx	xx	xx	xx
Totals:							
• No. of candidates (positions)	29 (11)	16 (11)	18 (11)	16 (11)	18 (11)	17 (11)	19 (11)
• Ward elections	3/5	2/4	2/4	3/4	3/4	3/4	3/4
• Average voter turnout	62%	49%	51%	44%	47%	48%	51%
NZ average voter turnout (districts)	57%	51%	49%	50%	48%	47%	48%

Community Board	2001	2004	2007	2010	2013	2016	2019
National Park:							
• No. of candidates (positions)	7 (5)	3 (4)	5 (4)	4 (4)	4 (4)	2 (4)	5 (4)
• Voter turnout	51%	NA	50%	NA	NA	NA	53%
Ohura:							
• No. of candidates (positions)	5 (5)	xx	xx	xx	xx	xx	xx
• Voter turnout	NA	xx	xx	xx	xx	xx	xx
Waimarino:							
• No. of candidates (positions)	8 (6)	xx	xx	xx	xx	xx	xx
• Voter turnout	58%	xx	xx	xx	xx	xx	xx
Waimarino-Waiouru:							
• No. of candidates (positions)	xx	8 (6)	5 (6)	4 (4)	4 (4)	4 (4)	4 (4)
• Voter turnout	xx	45%	NA	NA	NA	NA	NA

APPENDIX 4

Map one – Retaining the current 11 Councillors elected from general Wards and adding four Councillors elected from the Māori Wards (total number of Councillors 15)

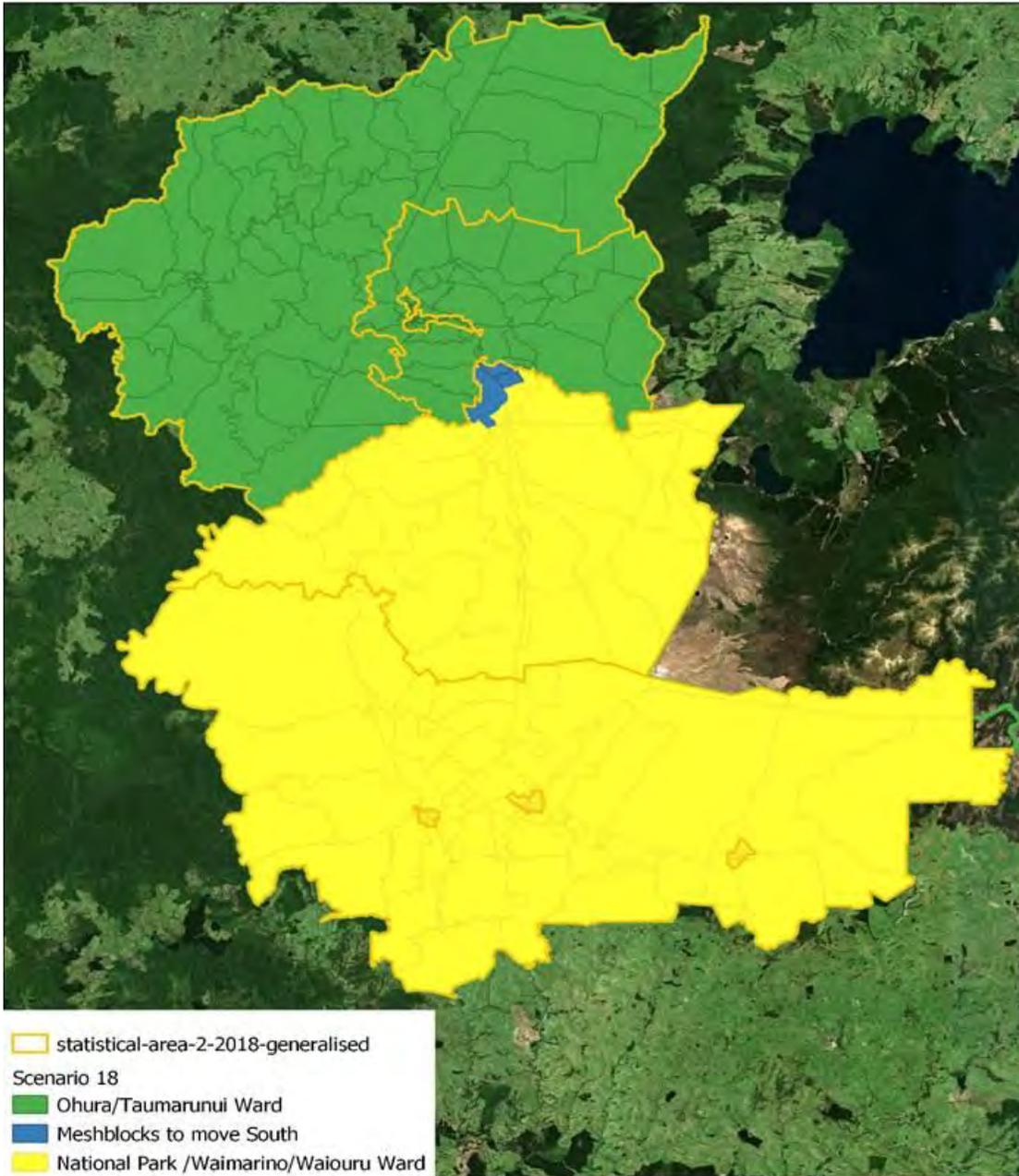
Current Ward Boundaries



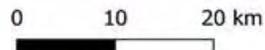
Map 2 – Option 2

Retaining the current total number of Councillors at 11, meaning 8 Councillors elected from general Wards and 3 Councillors elected from Māori Wards (total number of Councillors 11)

Ward Boundaries Scenario 18



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Representation review

Communities of interest, fair and effective
representation, basis of election
and community boards



Purpose of workshop

- ▶ To begin the process of reviewing current Ruapehu representation arrangements by considering:
 - Communities of interest
 - Requirements for fair and effective representation
 - Possible options

- ▶ Next steps will be:
 - RDC considers preferred option (4 August)
 - RDC adopts initial proposal (25 August)

What's the goal?

- ▶ Fair and effective representation (Local Electoral Act)
- ▶ Better community engagement (Local Government Act)
- ▶ Opportunities for Māori to contribute to council decision-making
- ▶ Strong resilient communities
- ▶ Others?

Importance of good process

- ▶ A good process means:
 - Being aware of and considering all options
 - Listening to community views
 - Reaching a considered decision on a final proposal
 - Local Government Commission then more likely to endorse council's final proposal (if there are appeals or objections)

Communities of interest the starting point

- ▶ Identified in terms of:
 - sense of identity and belonging
 - availability of services
 - representation of interests
- ▶ May be local geographically-defined areas:
 - wards
 - community boards
- ▶ May be groupings across the district
 - proportional representation (STV quota to be elected 1/12 of votes)

Effective representation of communities of interest

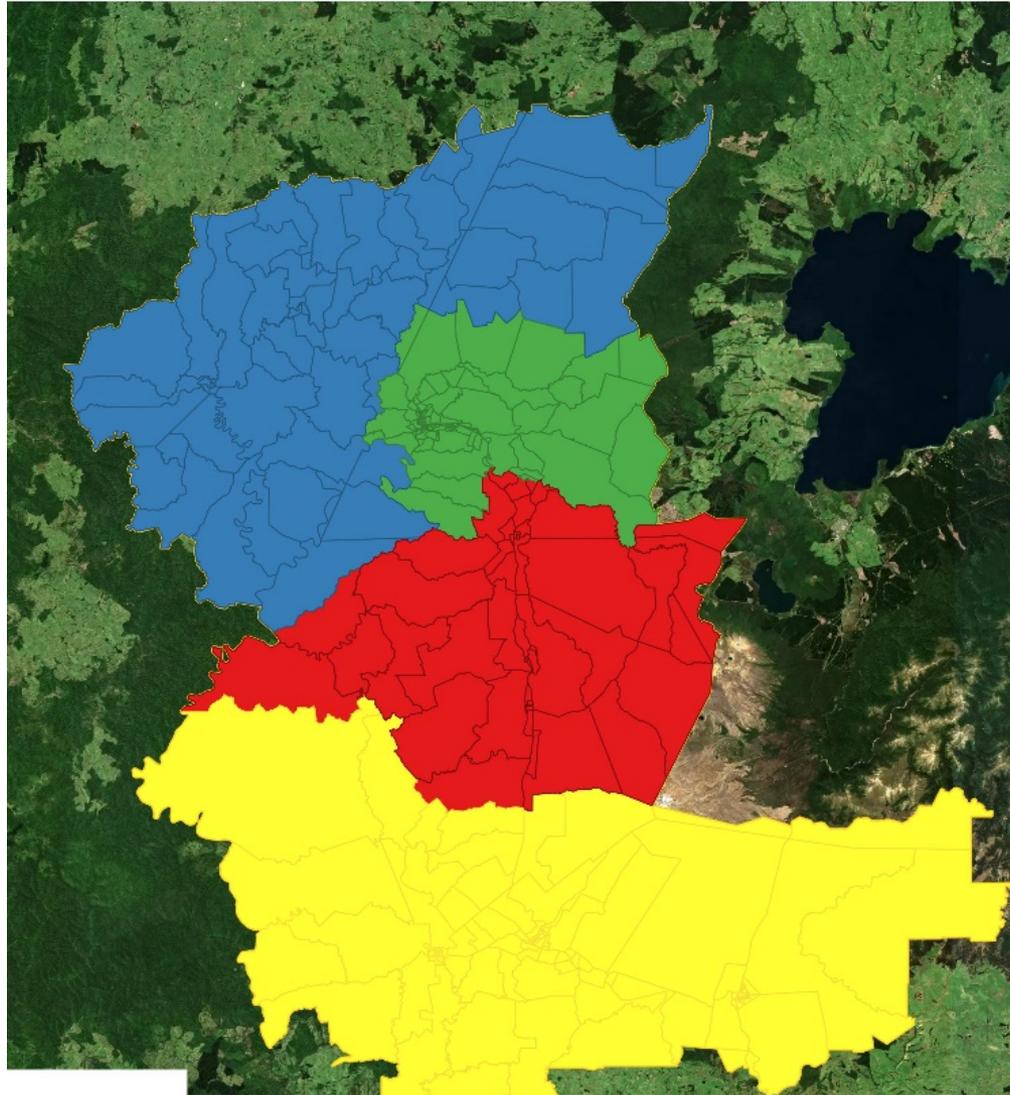
- ▶ Number of councillors
- ▶ Choice of:
 - 'At large', with/without community boards
 - Wards, with/without community boards
 - Mix of both 'at large' and wards, with/without community boards

Some possible options

- ▶ 'At large'
- ▶ Wards:
 - current 4 wards with or without boundary changes
 - 2 wards 'north' and 'south'
 - 3 urban wards (Taumarunui, Raetihi, Ohakune) and rural ward(s)
- ▶ Mix of both:
 - 'at large' (Māori ward voters can also vote 'at large')
 - 'north' and 'south' wards
- ▶ Community boards:
 - 2 current boards
 - boards matching (any) wards

Current Ward Boundaries

Current Wards
11 general Elected
Members

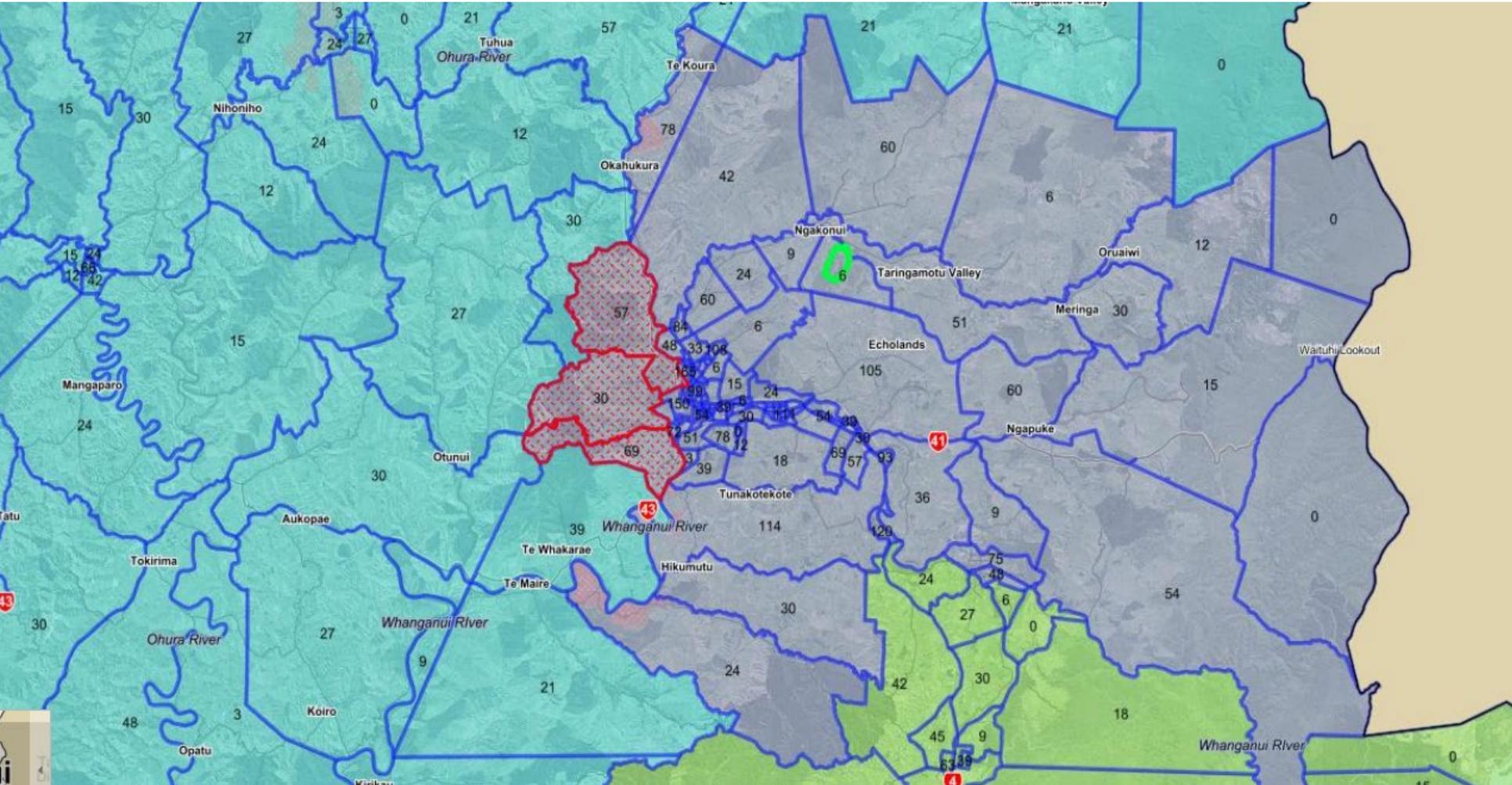


Ward	General Electoral Population	Councillors	Population per councillor	Variance from average	% variance from average (+/-10% compliance)
Ohura	830	1	830	+12	+1.47%
Taumarunui	3,990	5	798	-20	-2.44%
National Park	900	1	900	+112	+13.69%
Waimarino-Waiouru	3,250	4	813	-5	-0.61%
Total	9,000	11	818		

RDC Representation Review 2020

Supporting Documentation

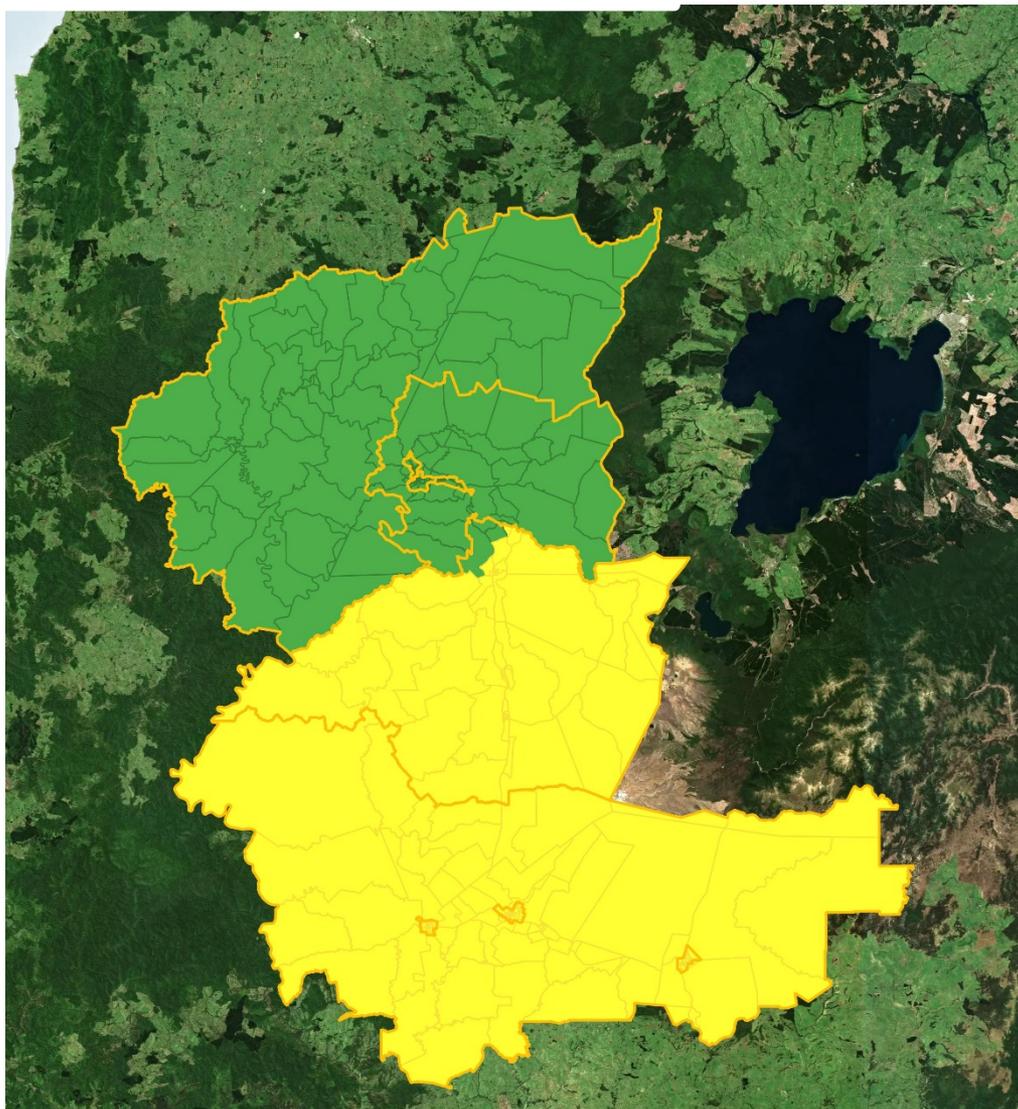
Mesh blocks to move into Ohura



General Wards

8 Elected Members

2 Ward option



Ward	General Electoral Population	Councillors	Population per councillor	Variance from average	% variance from average (+/-10% compliance)
Ohura/Taumarunui	4,820	4	1,205	+80	+7.11%
National Park/Waimarino-Waiouru	4,180	4	1,045	-80	-7.11%
Total	9,000	8	1,125		

RDC Representation Review 2021

Supporting Documentation

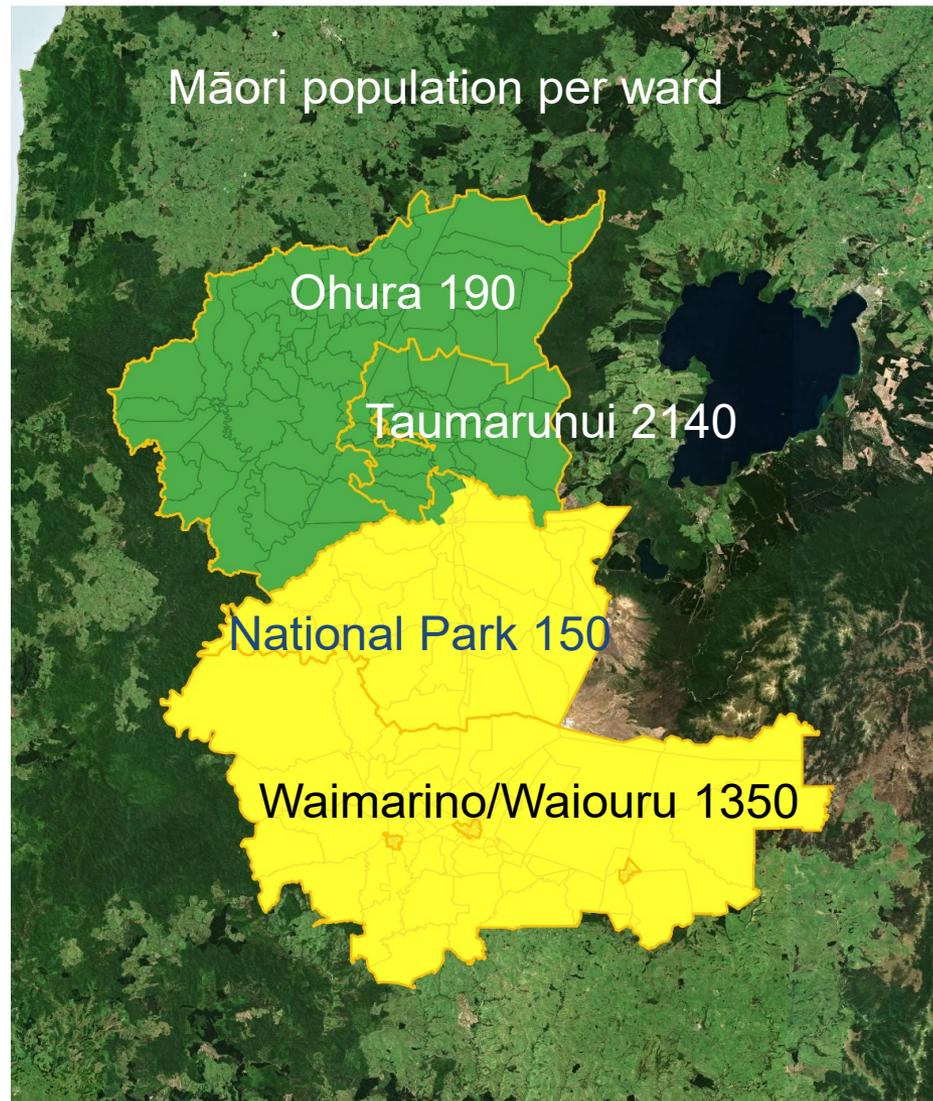
Māori Wards

Population

- Ohura 190
- Taumarunui 2140
- National Park 150
- WW 1350

Option

2 wards with 2 EM in each



Ward	Māori Electoral Population	Councillors	Population per councillor	Variance from average	Variance from average (+/- 10% compliance)
Ohura/Taumarunui	2,330	2	1,165	+207	+21.61%
National Park	1,500	2	750	-208	-27.73%
Waimarino-Waiouru	1,350	4	337.5	-812.5	-101.56%
Total	3,830	4	958		

Māori population per ward

Māori Wards

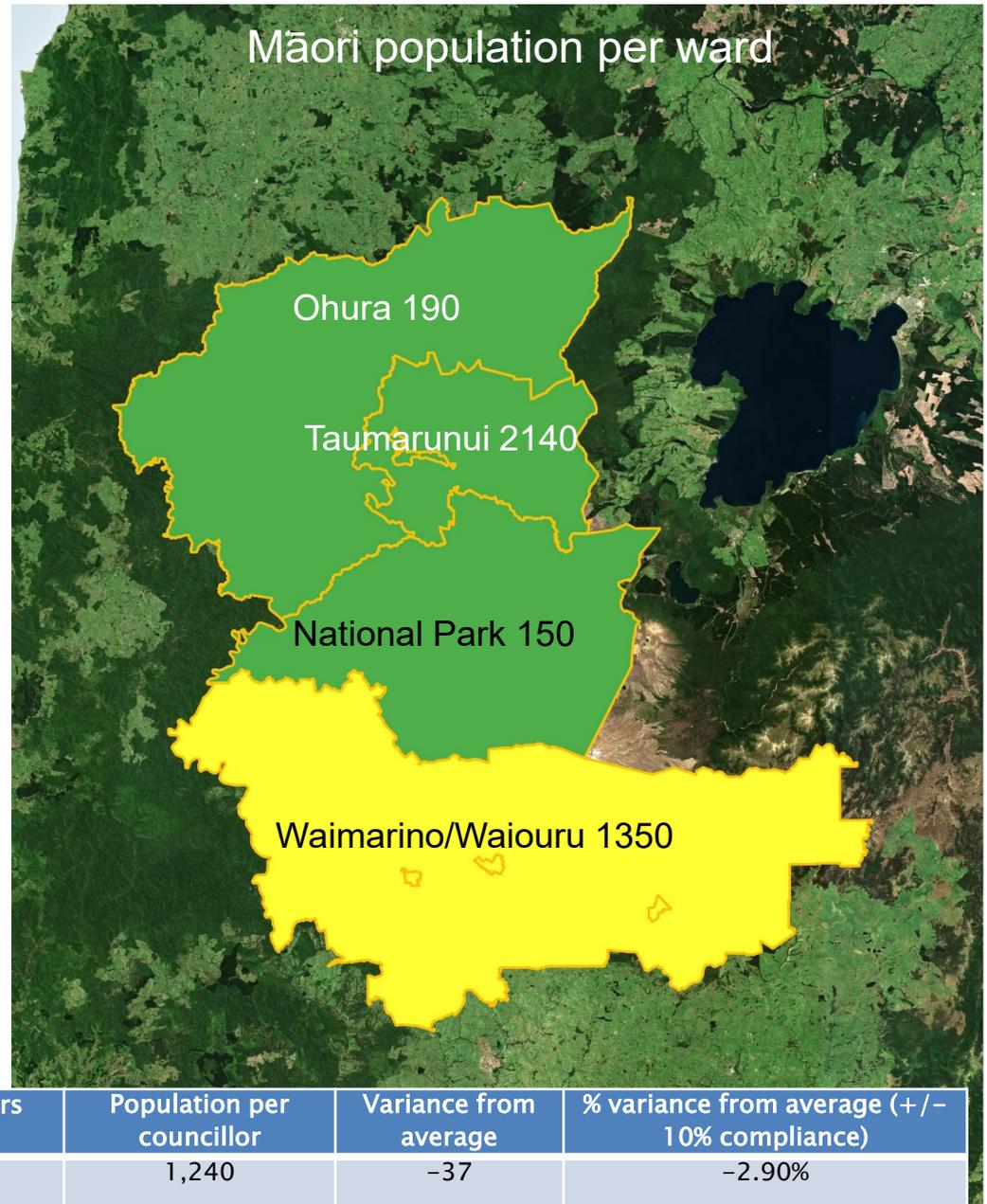
Population

- Ohura 190
- Taumarunui 2140
- National Park 150
- WW 1350

2 wards

with 2 EM in a ward made up of
Taumarunui/Ohura/National Park

and a second ward with 1 EM from
Waimarino/Waiouru



Ward	Māori Electoral Population	Councillors	Population per councillor	Variance from average	% variance from average (+/- 10% compliance)
Ohura/Taumarunui/ National Park	2,480	2	1,240	-37	-2.90%
Waimarino-Waiouru	1,350	1	1,350	+73	+5.72%
Total	3,830	3	1,277		

Ruapehu District Council Representation Review Options



23 JUNE 2021

RUAPEHU DISTRICT COUNCIL
Council Chamber,
Huia Street, Taumarunui



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1 RUAPEHU DISTRICT – WHO ARE WE?

- 1.1 The Ruapehu District is one of New Zealand's largest Districts by land area, of which 36% is Crown owned. It has a small and dispersed population of 12,309 scattered throughout a wide geographical area of 6,734 square kilometres, with a population density, overall, of 0.02%. 43.3% identify as Maori. The area is predominantly rural (51%) and Recreational, which is mainly Department of Conservation land (28%), which includes the Tongariro and Whanganui National Parks, a large portion of the Whanganui River and many tributaries cementing the District's rich natural environment and history as iconic in Aotearoa's identity. Urban takes up 13% of the rest with Defence land at 8%. The District's Infrastructure consists of 488km of sealed roads, 851km of unsealed roads, 6 wastewater treatment plants, and 6 water supply schemes.

2 PURPOSE

- 2.1 At a briefing on 9 June 2021, after considering a report on current communities of interest in Ruapehu District and some possible representation options, elected members requested the development of an option of a council consisting of 6 councillors elected from general wards and 2 councillors elected from Māori wards, along with community boards covering the district. This report responds to this request with further related material.



Drive and support the development of safe, prosperous rural communities that are able to thrive and capitalise on our agriculture, business and tourism sectors while sustaining our beautiful environment

3 BACKGROUND

- 3.1 Council is required to undertake a review of the district's current representation arrangements prior to the October 2022 local elections given it is six years since its last review and also in light of its decision to establish one or Māori wards for those elections at least.
- 3.2 At the briefing on 9 June 2021, Elected Members received a report analysing communities of interest in Ruapehu District and setting out some possible options relating to total number of councillors, how they are elected and existence of community boards. These three issues are interrelated and all three are addressed in this further report.

4 NUMBER OF COUNCILLORS

- 4.1 In the previous report, Ruapehu District Council (RDC) currently comprising the mayor and 11 councillors was compared to other Councils with similar sized populations. At the briefing it was suggested that Ruapehu has a relatively high level of councillor representation.
- 4.2 There was a level of agreement that consideration should also be given to the option of community boards across the whole district and for these boards to have a more significant role than the two current community boards.
- 4.3 In light of these considerations, it was suggested the number of councillors might be reduced. This included the option of 6 councillors elected from general wards and 2 councillors elected from Māori wards.
- 4.4 There was also discussion on the appropriate level of representation from one or more Māori wards, including a suggestion of reasonable equality in representation between the Māori and the general electoral populations.¹ In response to this, the following table sets out average representation scenarios relating to such an objective. It will be noted that 3 councillors elected from Māori wards, rather than 2, would provide greater equality. It will also be noted a total of 10 councillors (3 elected by Māori wards and 7 elected by general wards) would provide the most equal level of representation.

No. of Councillors	Representation of Māori electoral population (3,830)	Representation of general electoral population (8,980)
5	1 councillor represents 3,830	4 councillors represent average of 2,245 each
6	2 councillors represent average of 1,915 each	4 councillors represent average of 2,245 each
7	2 councillors represent average of 1,915 each	5 councillors represent average of 1,796 each
8	2 councillors represent average of 1,915 each	6 councillors represent average of 1,497 each
9	3 councillors represent average of 1,277 each	6 councillors represent average of 1,497 each
10	3 councillors represent average of 1,277 each	7 councillors represent average of 1,283 each
11	3 councillors represent average of 1,277 each	8 councillors represent average of 1,123 each
12	4 councillors represent average of 958 each	8 councillors represent average of 1,123 each

¹ As clarified at the briefing, the Māori and general electoral populations (3,830 and 8,980 respectively) reflect the numbers of people an elected member *represents*, as distinct from the number of people registered to *vote* on the Māori roll (1,962) and on the general roll (6,618).

5 BASIS OF ELECTION FOR COUNCILLORS

- 5.1 There are three options for the election of councillors:
1. 'at large'
 2. wards
 3. a mix of 'at large' and wards
- 5.2 While there was a request for development of an option of 6 councillors to be elected from general wards (set out below), RDC does need to be seen to have considered all the options and be able to respond to any submissions that may be received in support of the different options.
- 5.3 The report for the previous briefing set out considerations relating to the basis of election for councillors. These included the size and geography of the district and the spread of population. The role of community boards should also be considered in relation to providing effective representation for the district.
- 5.4 In addition, the potential for the STV electoral system (adopted by RDC for the last elections and the 2022 elections) to achieve proportional representation for communities of interest across the district should be noted. As noted in the previous report, this would require larger wards or even an 'at large' basis of election. A similar argument could also be applied to the mixed system of representation.
- 5.5 However, it was suggested at the last briefing that RDC's objective for adopting STV was more about achieving fairness for voters (i.e. fewer wasted votes) than proportional representation. On this basis, elected members at the briefing focused on a ward system of representation.
- 5.6 Given the decision to establish Māori wards, the relevant statistics for establishing wards are the Māori and general electoral populations. For the current wards, these are as follows:

Ward	Māori electoral population*	General electoral population*
Ohura	190	830
Taumarunui	2,140	3,990
National Park	150	930
Waimarino-Waiouru	1,350	3,250
Total	3,830	8,980

5.7 In relation to the requirement to achieve fair representation for electors (the ‘+/-10% rule’), the following table sets out the current arrangements using the general electoral population.

Ward	General Electoral Population	Councillors	Population per councillor	Variance from average	% variance from average ('+/-10% rule')
Ohura	830	1	830	+14	+1.72%
Taumarunui	3,990	5	798	-18	-2.21%
National Park	930	1	930	+114	+13.97%
Waimarino-Waiouru	3,250	4	813	-3	-0.37%
Total	8,980	11	816		

5.8 It will be noted that the National Park Ward does not comply with the ‘+/-10% rule’.

6 OPTIONS FOR GENERAL WARDS

6.1 The previous report noted that, in line with good practice, communities of interest should be the starting point for determining effective representation. The report used the following three dimensions for identifying current communities of interest in Ruapehu District:

- a sense of identity and belonging
- availability of services
- representation of interests

6.2 After receiving the analysis on current communities of interest in the district, elected members appeared to support a clearer distinction between urban and rural areas for representation arrangements in the district. On this basis, the following options have been developed for the election of councillors elected from general wards.

6.3 **Option 1** Link to Map

6.3.1 splitting the largely rural Ngapuke statistical area (SA2) surrounding the Taumarunui urban area (together comprising the current Taumarunui Ward) and combining it with the Ohura Ward to form a new 'Rural North' ward.

6.3.2 combining National Park Ward with Waimarino-Waiouru Ward to form a new 'Rural South' ward.

Ward	General Electoral Population	Councillors	Population per councillor	Variance from average	% variance from average (+/-10% compliance)
'Rural North' (Ohura & Ngapuke)	1,750	1	1,750	+253	+16.90%
'Taumarunui urban'	3,070	2	1,535	+38	+2.54%
'Rural South' (National Park & Waimarino-Waiouru)	4,180	3	1,393	-104	-6.95%
Total	8,980	6	1,497		

6.3.3 In order for the 'Rural North' ward to comply with the '+/-10% rule', at least 105 people would need to be transferred out of the ward, either into the 'Taumarunui Urban' ward or into the 'Rural South' ward.

6.4 Option 2 Link to Map

- 6.4.1 splitting the Ngapuke area surrounding the Taumarunui urban area and combining it with the Ohura Ward (as in Option 1) *and* adding the National Park Ward to form a new larger 'Rural North' ward.
- 6.4.2 retaining the Waimarino-Waiouru Ward as it currently exists.

Ward	General Electoral Population	Councillors	Population per councillor	Variance from average	% variance from average (+/-10% compliance)
'Rural North' (Ohura, Ngapuke & National Park)	2,680	2	1,340	-157	-10.48%
'Taumarunui urban'	3,070	2	1,535	+38	+2.54%
Waimarino-Waiouru	3,250	2	1,625	+128	+8.55%
Total	8,980	6	1,497		

- 6.4.3 The variance in the 'Rural North' ward means at least 8 people would need to be added to achieve compliance with the '+/-10% rule'.

6.5 Option 3 Link to Map

- 6.5.1 Retain a separate National Park Ward alongside the suggested 'Rural North' ward (comprising Ohura and Ngapuke areas), with both wards having one councillor each. This would require approximately 100 people to be transferred from the 'Rural North' ward into an extended National Park ward in order to comply with the '+/-10% rule'.

6.6 Option 4 Link to Map

6.6.1 Extend the urban/rural distinction in the northern part of the district to Waimarino-Waiouru Ward with an urban ward for Ohakune and Raetihi townships.

Ward	General Electoral Population	Councillors	Population per councillor	Variance from average	% variance from average (+/-10% compliance)
'Rural North' (Ohura, Ngapuke & National Park)	2,680	2	1,340	-157	-10.48%
'Taumarunui urban'	3,070	2	1,535	+38	+2.54%
'Ohakune-Raetihi'	1,620	1	1,620	+123	+8.22%
'Rural South'	1,630	1	1,630	+133	+8.88%
Total	8,980	6	1,497		

6.6.2 While it would be unusual for such a ward (Ohakune-Raetihi) to comprise two separate areas, there is a precedent that the Local Government Commission has approved (Havelock North being included with the nearby separate Hastings urban area to form a Hastings urban ward).

7 COMMUNITIES OF INTEREST

- 7.1 As noted in the previous report, there is now more flexibility around compliance with the '+/- 10% rule' (subject to endorsement by the Local Government Commission). Grounds for not complying with the rule are that it would limit effective representation of communities of interest by:
- dividing a community of interest between wards, or
 - uniting communities of interest with few commonalities of interest.
- 7.2 Given this, elected members need to consider the most appropriate ward arrangements in relation to local communities of interest in the district.
- 7.3 Using the three dimensions of communities of interest, issues to consider include:
- 7.3.1 Would the proposed rural ward:
- a. have a sufficiently distinct rural identity for residents to have a sense of belonging to that area?
 - b. have sufficient locally available services to reinforce this distinct identity?
 - c. contain particular interests that require separate representation?
- 7.4 Where are the most appropriate boundaries for the proposed 'Taumarunui urban' ward (presently defined by the boundaries of the Taumarunui north, central and east SA2s)?
- 7.5 In relation to the current National Park Ward:
- a. is there a common sense of identity across the ward more associated with the mountain area and its associated activities than with the north of the district? To what extent is this identity shared with Ohakune? (N.B. National Park village was previously called Waimarino village)
 - b. from where do residents get 'out of ward' services such as shopping and schooling? (N.B. Ruapehu College includes National Park in its school community)
 - c. does the ward contain particular interests that require separate representation?
- 7.6 In relation to the current Waimarino-Waiouru Ward:
- a. is there a shared sense of identity between the urban and rural parts of the ward? Between Ohakune and Raetihi?
 - b. does the availability of services in Ohakune reinforce a shared identity across the current ward?
 - c. does the ward contain particular interests that require separate representation?

8 COMMUNITY BOARDS

- 8.1 Elected members indicated they wish to consider the establishment of community boards across the district with an enhanced role and responsibilities. Given this, it is recommended they also consider the configuration of wards in light of this desire to establish strong community boards.
- 8.2 The Local Electoral Act provides that, for the purposes of effective representation, ward boundaries, “as far as is practicable”, coincide with community board boundaries. This is seen as desirable for promoting residents’ understanding of local government arrangements and encouraging participation.
- 8.3 If elected members wish to consider giving the community boards an enhanced role and possibly more decision-making responsibility, boards need to cover areas which will help make this possible. This relates to community functions and activities like local roads, community facilities, local planning and regulatory activities, and other possible responsibilities like promotion of community resilience.
- 8.4 Elected members need to consider how many community boards should be established and what areas they should cover including, for example, covering both urban and rural area?

9 OPTIONS FOR MĀORI WARDS

9.1 While elected members are waiting for feedback from hapu/iwi/Māori on their preferences for the number of Māori wards to be established, the following is provided for information using the current ward areas.

9.2 The Local Electoral Act provides that in determining the number of Māori wards and their boundaries, a council must ensure “to the extent that is reasonably practicable” that the wards comply with the ‘+/-10% rule’ but it must also have regard to:

1. the boundaries of any existing Māori electoral district (i.e. Māori electorate)
2. communities of interest and tribal affiliations

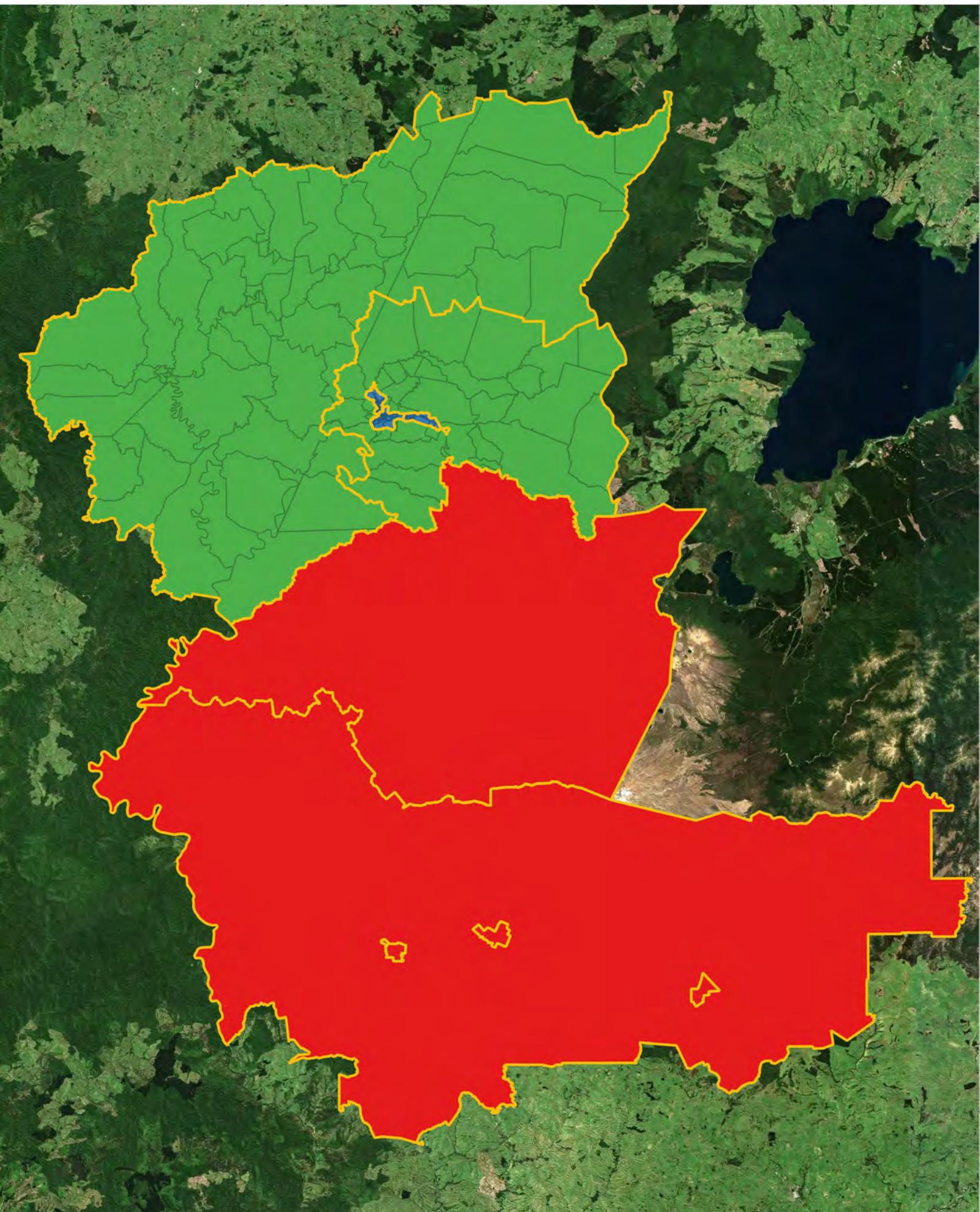
9.3 All of Ruapehu District is within Te Tai Hauauru electorate, so this is not a consideration

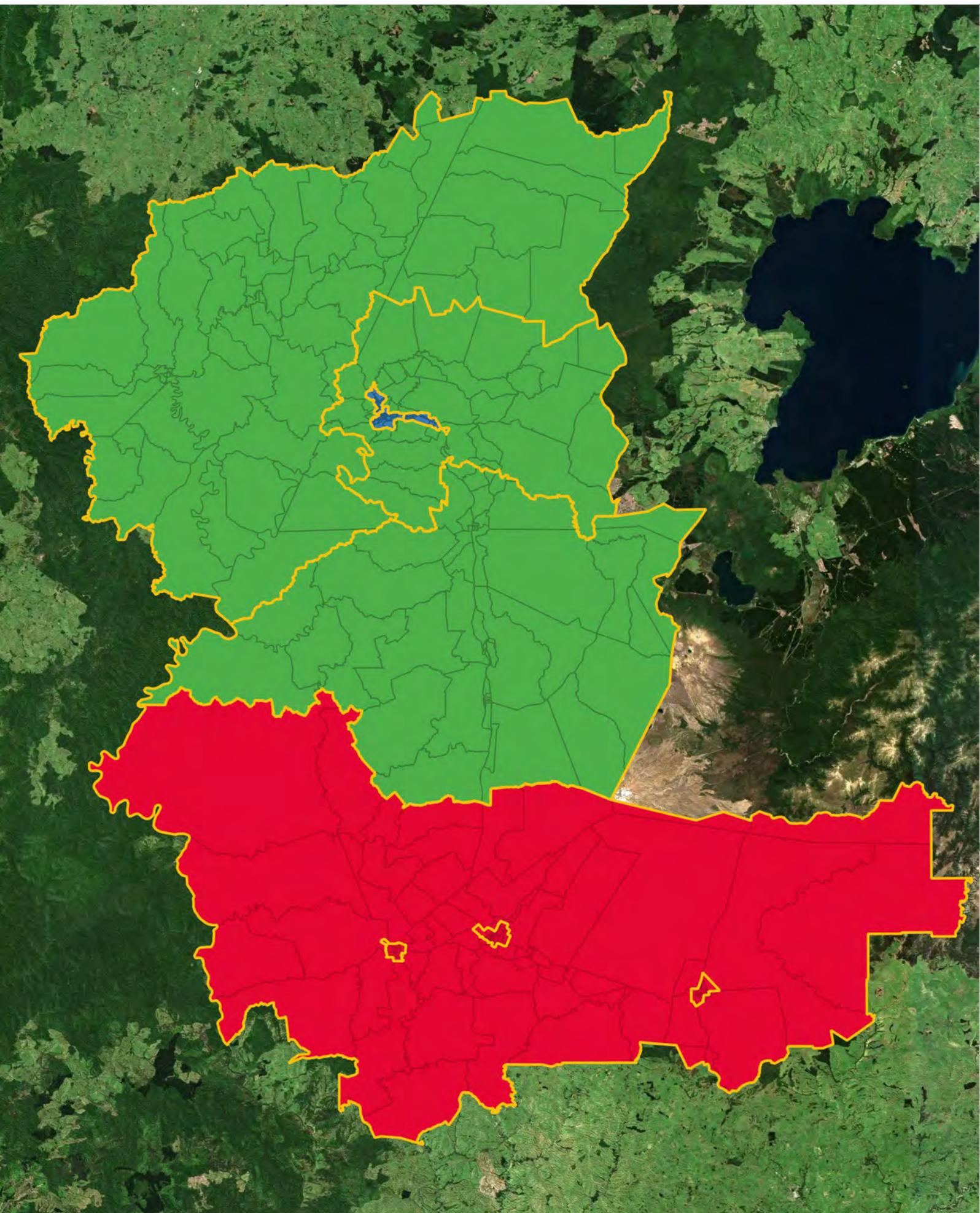
Option of two councillors elected from two Māori wards

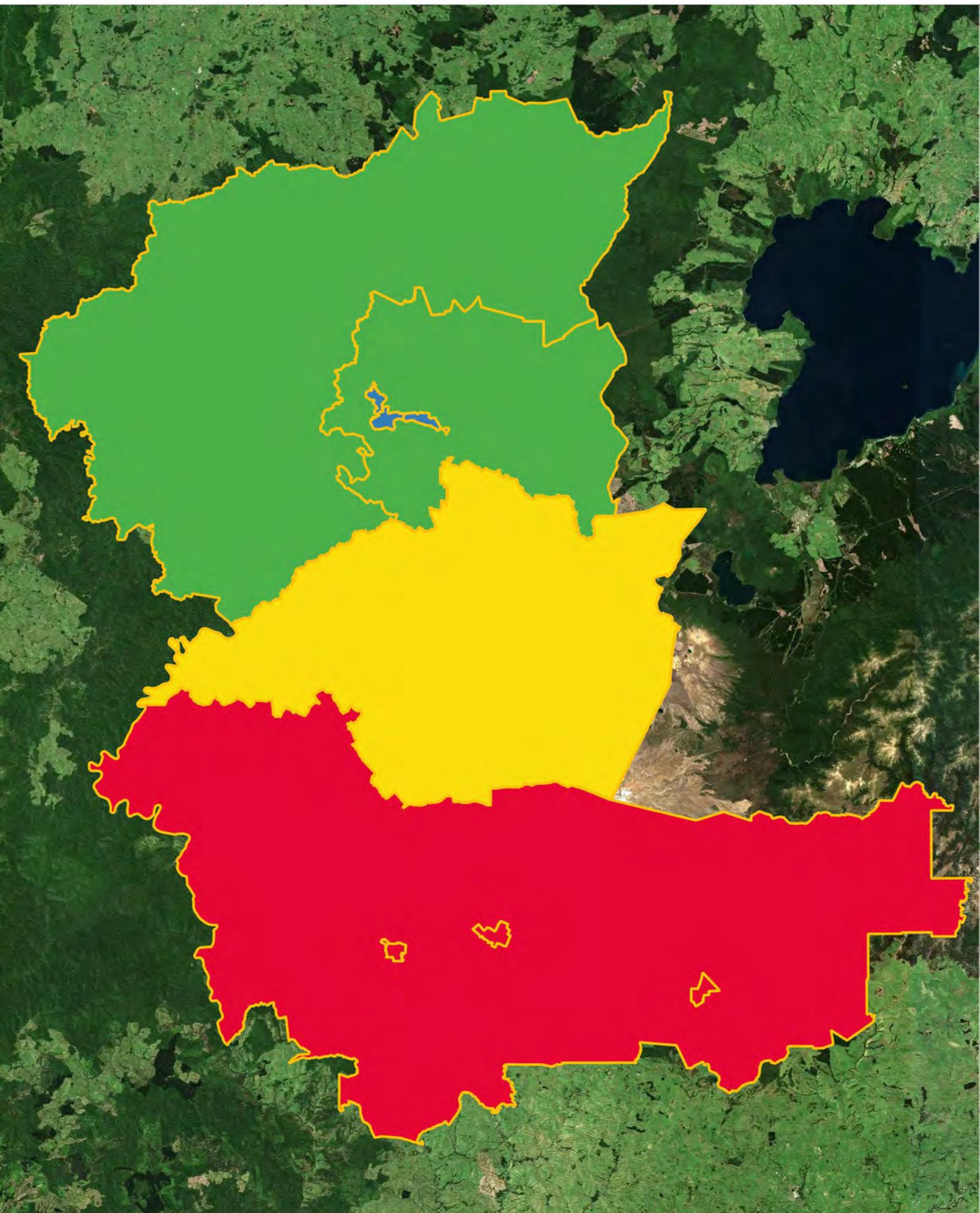
Ward	Māori Electoral Population	Councillors	Population per councillor	Variance from average	% variance from average ('+/-10% rule')
Ohura & Taumarunui	2,330	1	2,330	+415	+21.67%
National Park & Waimarino-Waiouru	1,500	1	1,500	-415	-21.67%
Total	3,830	2	1,915		

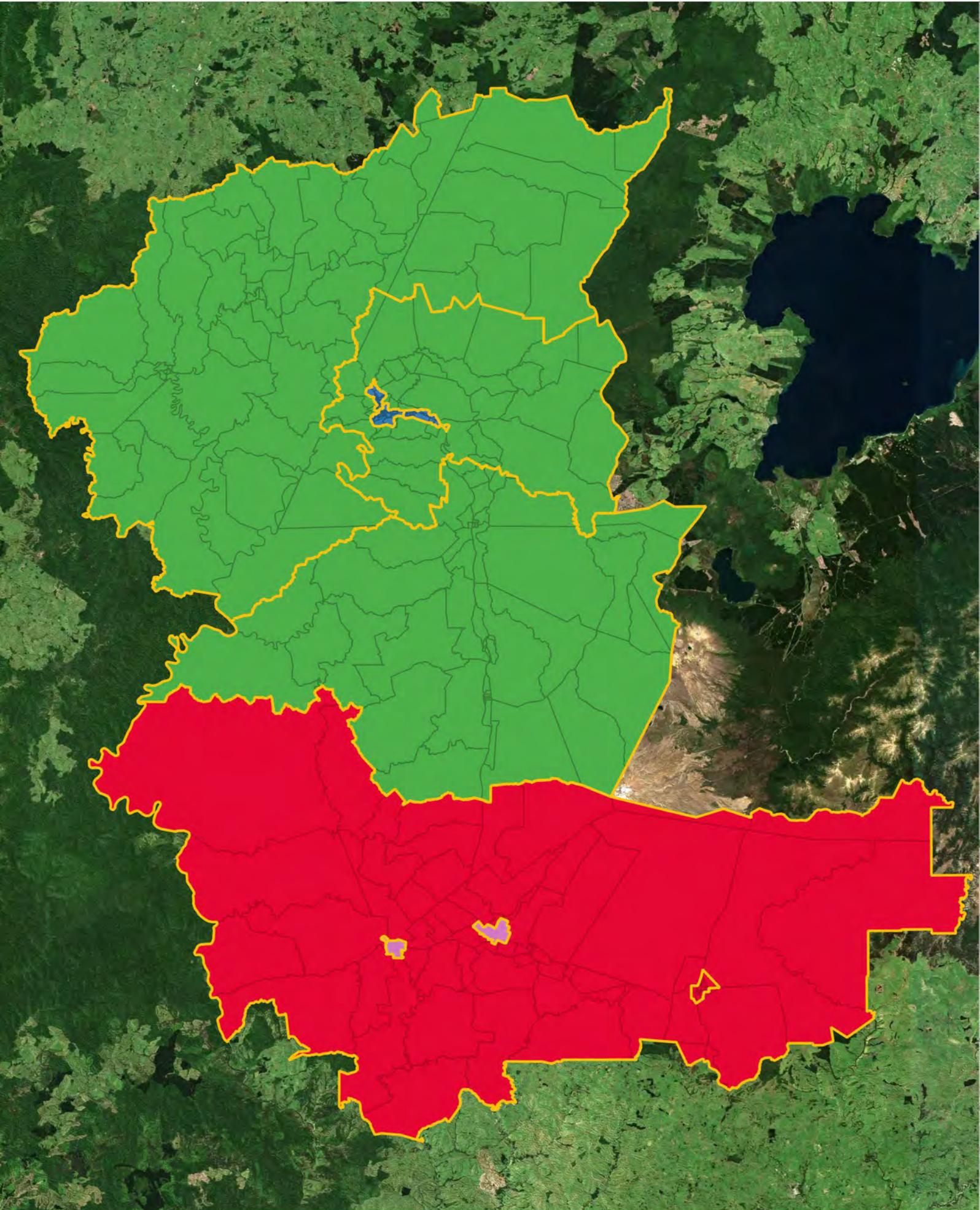
Option of three councillors elected from two Māori wards

Ward	Māori Electoral Population	Councillors	Population per councillor	Variance from average	% variance from average ('+/-10% rule')
Ohura & Taumarunui	2,330	2	1,165	-112	-8.77%
National Park & Waimarino-Waiouru	1,500	1	1,500	+223	-17.46%
Total	3,830	3	1,277		









Report to: National Park Community Board

Meeting Date: 3 August 2021

Subject: Representation Review



Purpose of Report

- 1.1 The purpose of this report is to present options for community boards for the 2022 representation review for recommendation to Council.

Significance and Engagement, Social Impact

2.1 Significance

This report does not trigger the Significance and Engagement Policy.

2.2 Engagement

Some pre-engagement took place with the community during the Long Term Plan consultation process and with the Ruapehu District Māori Council (RDMC). Further Hui with Māori and the community collectively are scheduled to be held at Morero Marae (Taumarunui) and Raetihi Marae (Raetihi) in August.

- 2.3 Formal consultation on the Council's initial proposal will take place in September in line with the requirements of the Local Electoral Act 2001.

2.4 Social Impact

This report does not trigger the Social Policy, however it is an important issue for the community.

Background

- 3.1 Council is required to undertake a review of current representation arrangements in Ruapehu District prior to the 2022 local elections as it is now six years from its last review. In any event, it would have been required to undertake a review for these elections given its recent decision to introduce Māori Wards.
- 3.2 As part of its review, Council must consider whether there should be Community Boards in the district in light of the principle of "fair and effective representation for individuals and communities".
- 3.3 After Council decides its initial representation proposal, it will be subject to a submissions and hearings process. Following the consideration of submissions, Council will then adopt a final proposal. If there are appeals or objections against the final proposal, a determination will be made by the Local Government Commission (LGC).
- 3.4 Past appeals/objections have centred on Community Boards and communities of interest in Ruapehu District.

- 3.5 The LGC's representation review guidelines state: "The steps in the process for achieving effective and fair representation are not statutorily prescribed. The Commission believes that the following approach to determining representation arrangements will achieve a robust outcome that is in accordance with the statutory criteria:
- identify the district's communities of interest
 - determine the best means of providing effective representation of the communities of interest
 - determine fair representation for electors of the district".
- 3.6 In 2010, there was strong opposition to disestablishing the Community Boards from the community. The LGC subsequently determined that they should be retained and included the following comment supporting the National Park Community Board:
 "We believe that, in the context of Ruapehu District, the area of the National Park Community Board is sufficiently distinct to warrant continued community board representation".
- 3.7 It also made the following further comment supporting the Waimarino-Waiouru Community Board:
 "Given the nature of the Waimarino-Waiouru community, we believe that a governance structure below the district-wide level assists in dealing with local issues and in facilitating local democratic decision-making".

Discussion

- 4.1 Council must consider whether there should be Community Boards in Ruapehu District as part of its representation review. Community Boards are a means of assisting the Council to meet the purpose of local government (i.e. enabling local decision-making and promoting community well-being) and also achieve certain principles (e.g. engaging with and taking account of the diversity of communities and community interests in its decision making).
- 4.2 Under the Local Electoral Act, Community Boards can assist in the achievement of effective representation of communities. In particular, they can be a good option where Council may be considering either larger wards or 'at large' Council representation.
- 4.3 If there are wards, Community Boards do not have to cover a whole ward. However, consideration must be given to Ward and Community Board boundaries coinciding, where practicable, to assist resident identification with their community of interest and also their understanding of local electoral arrangements.
- 4.4 The vast majority of submitters in the recent pre-consultation supported Community Boards in Ruapehu District including some proposing a board(s) for the Taumarunui and Ohura Wards.
- 4.5 Council is considering its options for its initial representation proposal which will then be consulted on with the community. The recommendations from the Community Boards will be included in the report to the Council meeting on 25 August when Council will adopt its initial proposal, along with the feedback from meetings with Māori and other community members.

4.6 The review consultation timetable is as follows:

3 August	National Park Community Board meeting considers Community Board options
5 August	Waimarino-Waiouru Community Board meeting considers Community Board options
11 August	Raetihi Marae hui considers Māori ward options
12 August	Morero Marae hui considers Māori ward options
25 August	Council resolves initial representation proposal
7 September	Council gives notice of initial proposal and consultation begins
9 September	Waimarino/Waiouru meeting (Raetihi)
16 September	National Park meeting
22 September	Taumarunui meeting
30 September	Ohura meeting
8 October	Consultation on initial representation proposal closes
20 October	Hearings on submissions
10 November	Council resolves final representation proposal
(no later than 19 November)	Council gives notice of final proposal and right of appeal/objection

4.7 Options for Community Boards

In recent discussions, Council has indicated that Community Boards should continue to have a role in the representation of Ruapehu District. It has not discussed the option of disestablishing the Community Boards. There was also strong feedback from the community in the April Long Term Plan consultation to retain the Community Boards.

4.8 Council now invites the Community Boards to make recommendations. To assist their consideration, some possible options for Community Boards have been identified. While none of the options depend on what General Wards Council may decide for its initial proposal, as noted it is preferable that any Ward/Community Board boundaries do align.

4.9 Based on the LGC's good practice identified above, reviews should start with the identification of communities of interest. Accordingly, the Community Board should first consider whether the current Ward/Community Board area still reflects a distinct community of interest? Should the current boundaries be retained or altered?

4.10 Some possible options

Based on the retention of existing boundaries, some possible options are:

4.10.1 Option 1: Status Quo

This option is for the National Park and the Waimarino-Waiouru Community Boards to remain as currently constituted.

4.10.2 Option 2: One Additional Community Board

This option is the status quo plus an additional Community Board in the North (Taumarunui/Ohura) replacing the existing Ward Committee.

4.10.3 Option 3: Two New Community Boards

This option is to have two Community Boards covering all of Ruapehu District. One possibility is for a board to cover National Park and Waimarino/Waiouru and one board to cover the Taumarunui/Ohura area.

4.10.4 Option 4: Four Community Boards

This option is to have four Community Boards: one covering the rural north (Ohura, Ngapuke area), one covering the Taumarunui urban area, along with the two existing Community Boards for National Park and Waimarino-Waiouru.

- 4.11 The number of members on each Community Board will also be a decision that Council will need to make. Under the Local Electoral Act, Community Boards can have between 4 and 12 members. There must be a minimum of four elected members. There may also be appointed members, i.e. Councillors for the area, who must comprise less than half the total number of members.
- 4.12 Traditionally, Ruapehu has had 4 elected members per community board and at least one appointed member.
- 4.13 Consideration needs to be given to what would be appropriate Community Board representation. While there is no "right" number, the current number, (4) plus a Councillor, has been seen to work well in the past. It is noted that past elections have seen some issues around filling all the available seats.

Suggested Resolution(s)

- | |
|---|
| <ol style="list-style-type: none"> 1 That the report on Representation Review be received. 2 That the National Park Community Board recommends that Council adopts a particular Community Board option for its initial representation proposal for consultation with the community. |
|---|



Pauline Welch

EXECUTIVE MANAGER COMMUNITY AND ECONOMIC DEVELOPMENT

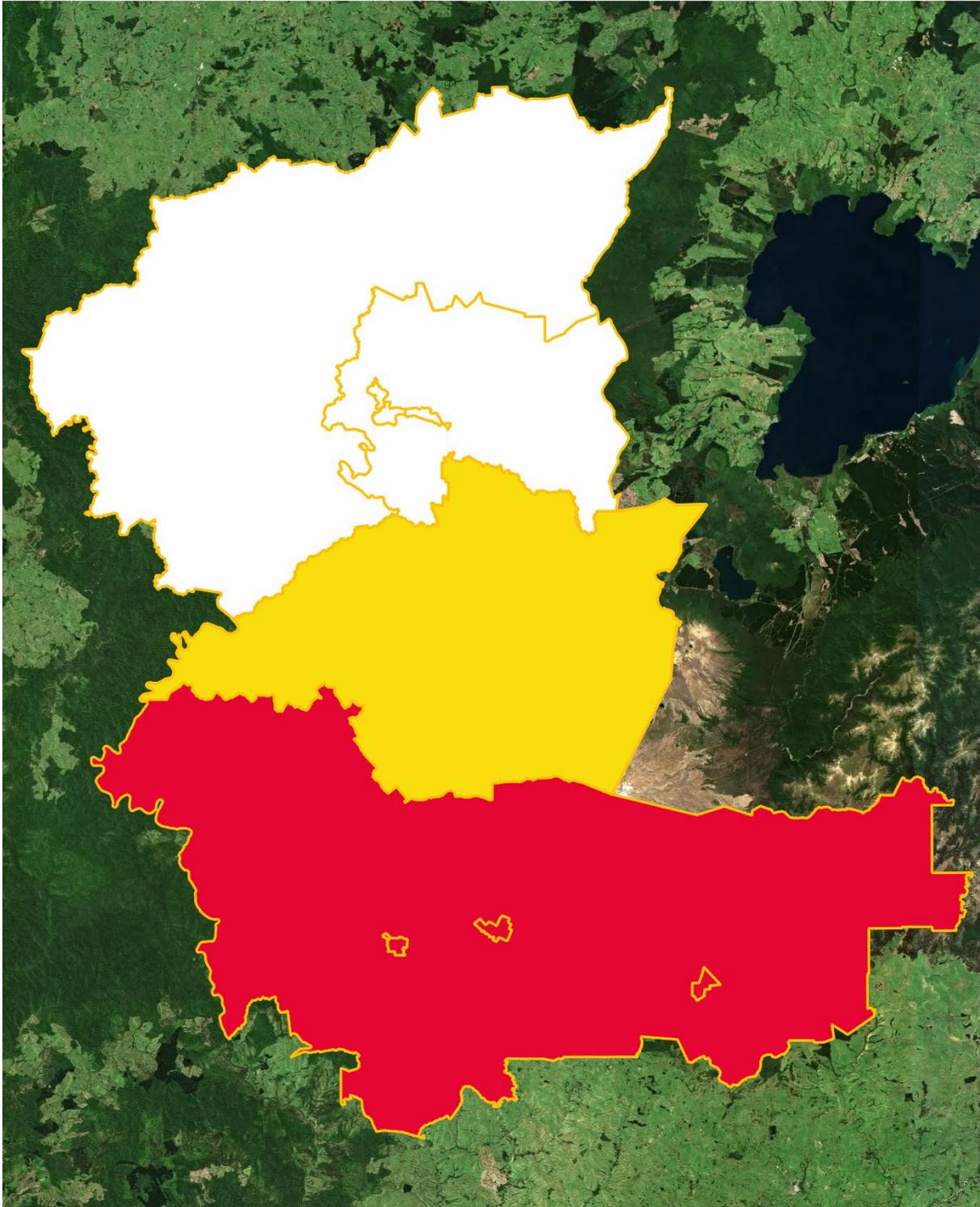
Email address for point of contact: Pauline.Welch@ruapehudc.govt.nz

Attachments

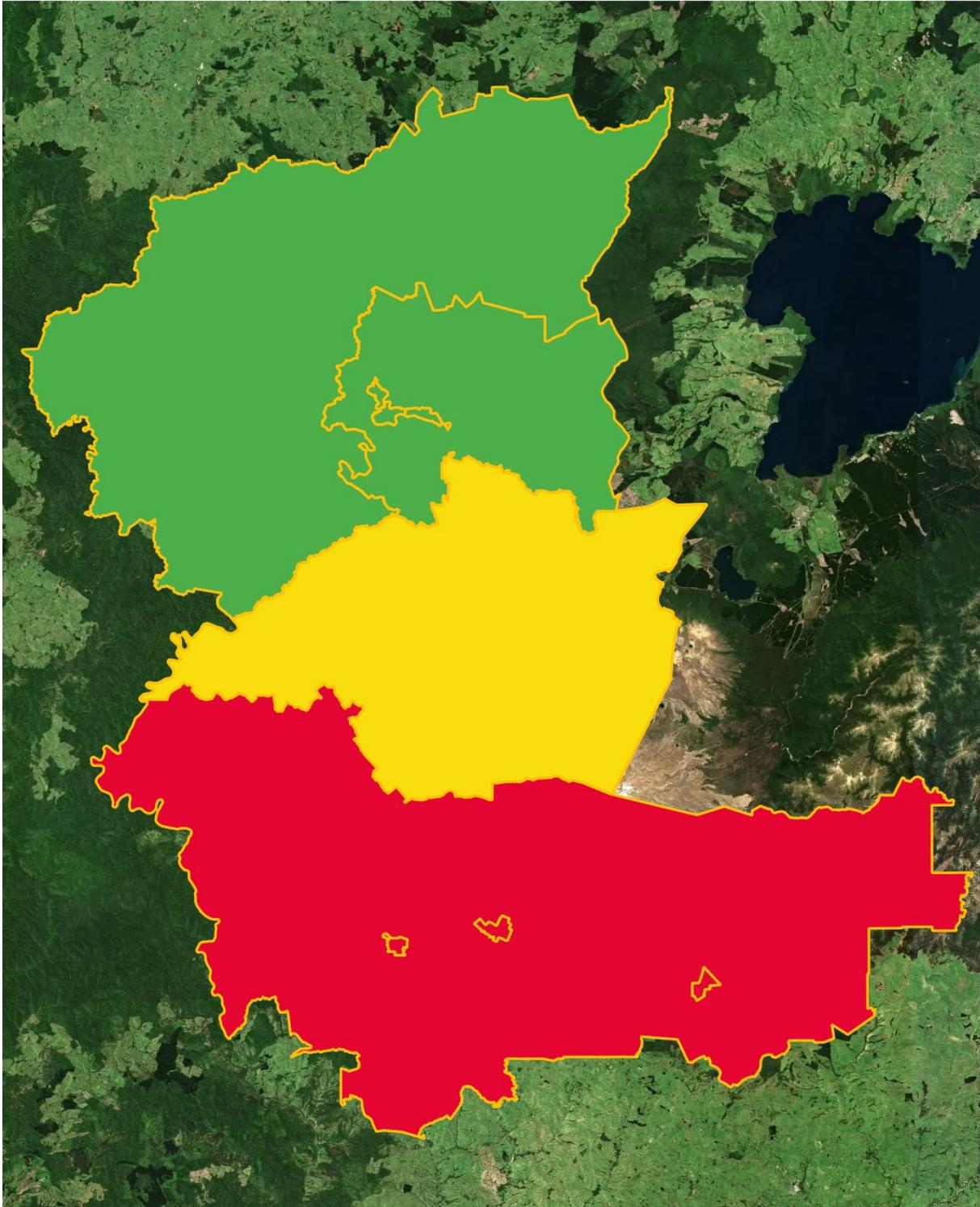
- 1 Community Board Options (Maps)

Community Board Options (Maps)

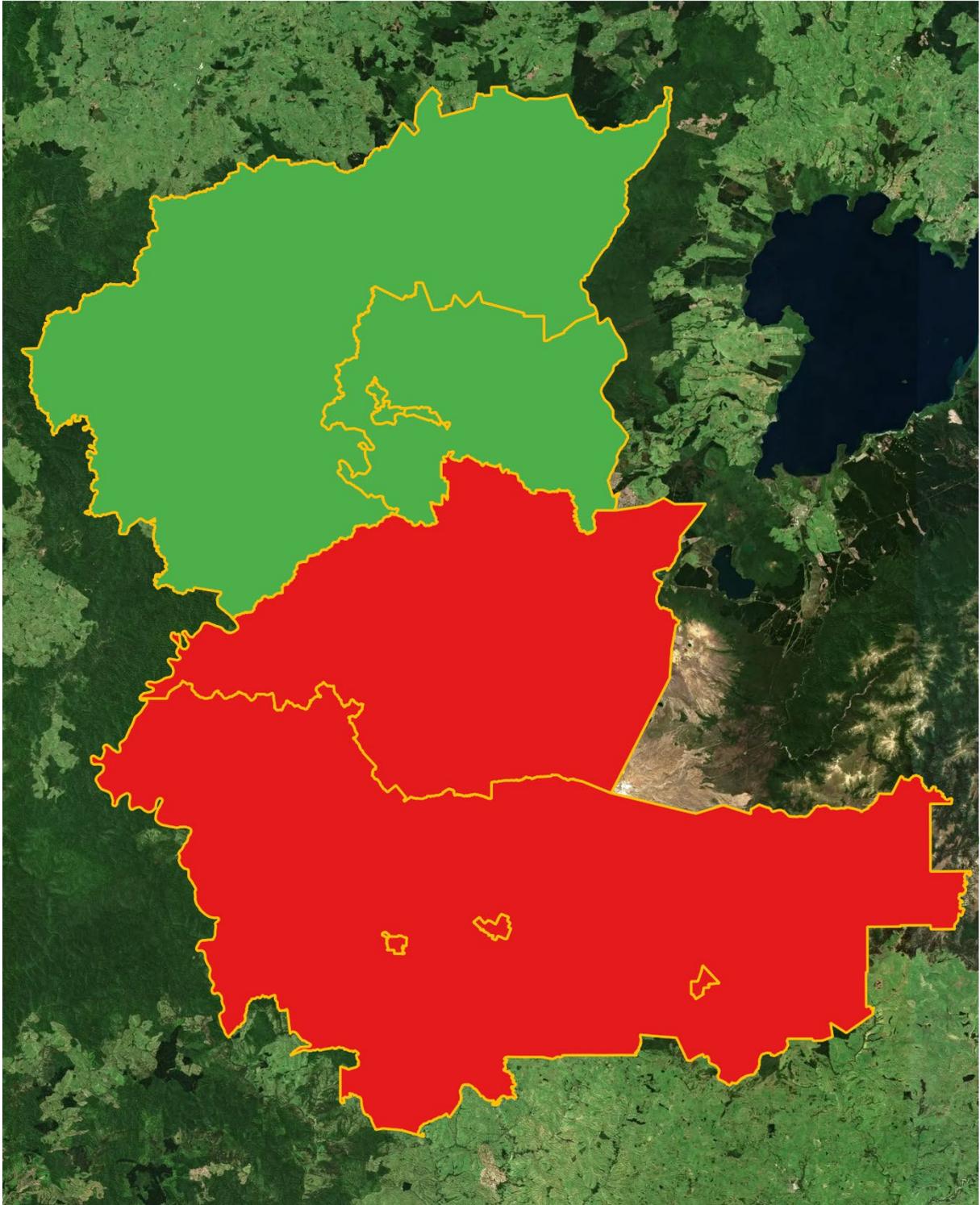
Option 1: Community Boards Status Quo



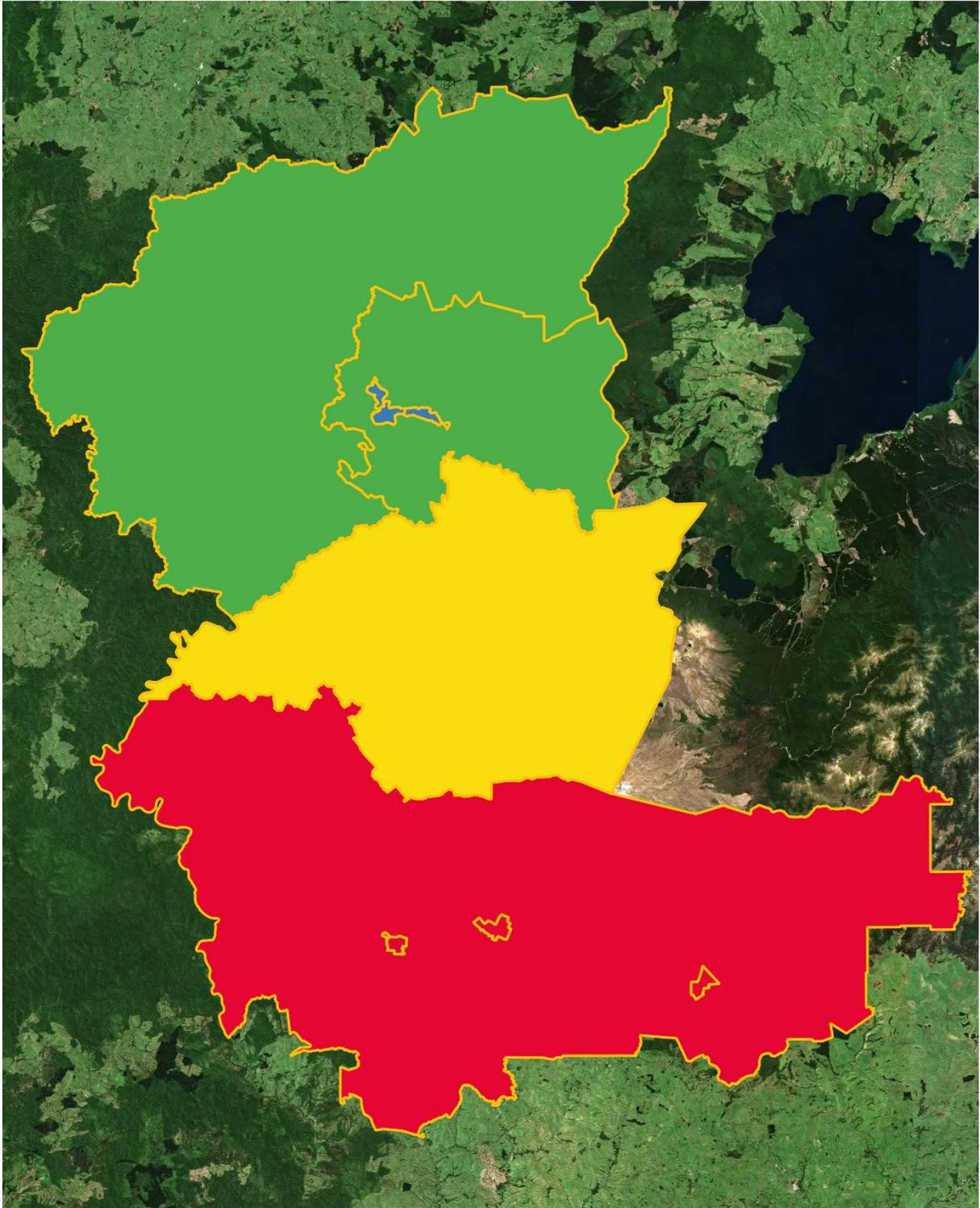
Option 2 - Community Boards Status Quo National Park & Waimarino/Waiouru plus an Ohura/Taumarunui



Option 3 - Two Community Boards North & South



Option 4 - Four Community Boards



Report to: Council

Meeting Date: 4 August 2021

Subject: Representation Review – Options for Initial Proposal



Purpose of Report

- 1.1 The purpose of this report is to present options to Council as the basis for its initial proposal for the required representation review.

Significance and Engagement, Social Impact

2.1 Significance

This report does not trigger the Significance and Engagement Policy.

2.2 Engagement

Some pre-engagement took place with the community during the Long Term Plan consultation process and with the Ruapehu District Māori Council (RDMC). Further hui with Māori and the community collectively are scheduled to be held at Morero Marae (Taumarunui) and Raetihi Marae (Raetihi) in August.

- 2.3 Formal consultation on the Council's initial proposal will take place in September in line with the requirements of the Local Electoral Act 2001.

2.4 Social Impact

This report does not trigger the Social Policy, however it is an important issue for the community.

Background

- 3.1 Council is required by the Local Electoral Act to review representation arrangements for Ruapehu District as it is six years since its last review. For the 2022 election at least, Council has resolved to establish Māori wards and must now decide, as part of its review, the detailed arrangements for these wards.
- 3.2 Council has given preliminary consideration to a number of options on how representation could look for Ruapehu District. This has included options of between 8 and 15 Councillors and options on how they should be elected and particularly either retention of a ward system of voting or 'at large' elections. Some consideration has also been given to whether there should be community boards and, if so, whether these should be across the whole District. In these considerations account has been taken of the Council's decision to adopt the STV voting system for the 2019 and 2022 elections including its potential to provide proportional representation for communities of interest.

4.0 Feedback from Community Boards

- 4.1 The Community Boards were briefed on 22 June (National Park Community Board) and 28 June (Waimarino-Waiouru Community Board) on the review process and the options for Community Boards going forward, as well as an overview of the various options for the makeup of Council.
- 4.2 Further reports are being prepared for the Community Boards to consider the options for Community Boards for the 2022 elections.
- 4.3 The Community Boards will give feedback via their recommendations for Community Boards after their next meetings (3 and 5 August). This will be received prior to the adoption of the Council's initial proposal (25 August).

4.4 Feedback from Māori

- 4.5 While Council's decision on the total number of Councillors for the Ruapehu District Council at the 2022 election will determine the number of Māori seats on Council, feedback from Māori is being sought to inform the final decision and particularly the configuration of Māori ward/s and the names for those ward/s.
- 4.6 Two community hui on Māori wards are scheduled to take place after this Council meeting and feedback from the hui will be included in the report to Council on the adoption of the initial representation proposal for the meeting on 25 August.
- 4.7 While it would have been helpful to have had the feedback prior to this meeting, Council can still agree in principle the proposed number of Councillors and their basis of election, including general wards, as well as Community Boards.
- 4.8 The decision on the number of Māori wards and their names can be left for the 25 August meeting.
- 4.9 The future of the Ruapehu District Māori Council, and what form it should take going forward, does not affect these decisions.

4.10 Issues to be addressed

- 4.11 Good practice recommended by the Local Government Commission is for the Council to consider in turn: the total number of Councillors, how they should be elected and whether there should be Community Boards. This report follows this recommended practice.

4.12 Number of Councillors

- 4.13 Council has noted comparative representation ratios of other Districts with similar sized populations around the country. It has concluded that Ruapehu District, with its current 11 Councillors, is relatively well represented.
- 4.14 Council has also noted that the number of Councillors needs to be considered in light of whether there are to be Community Boards in the District. If there are to be Community Boards, and possibly with a greater role, this would provide further support for reducing the number of Councillors. Further information on the roles of Community Boards is in the appendix.

- 4.15 In light of these considerations, the options of the Council comprising either 8 or 10 Councillors, along with the option of retaining the current 11 Councillors (total), were identified.¹
- 4.16 In identifying these options, Council noted the following average representation ratios for Councillors elected from general wards and from Māori wards as follows:
- 11 Councillors: 8 general Councillors representing an average 1,123 people
3 Māori Councillors representing an average 1,277 people
 - 10 Councillors: 7 general Councillors representing an average 1,283 people
3 Māori Councillors representing an average 1,277 people
 - 8 Councillors: 6 general Councillors representing an average 1,497 people
2 Māori Councillors representing an average 1,915 people.

4.17 How Councillors are elected

- 4.18 As previously noted by Council, there are three options for the election of Councillors: by wards, 'at large' or a mix of both.
- 4.19 Under the mixed wards/'at large' option:
- voters on the general roll would vote for candidates standing as general ward Councillors
 - voters on the Māori roll would vote for candidates standing as Māori ward Councillors
 - all voters would vote for candidates standing 'at large'.
- 4.20 The introduction of Māori wards for the first time at the 2022 elections will require good information and education programmes for both candidates and electors prior to those elections. It is considered that the introduction of a mixed system of both wards and 'at large' would involve a level of complexity and a need for education and information on top of what will already be required. For this reason, and reflecting the principle in the Local Electoral Act of "public confidence in, and public understanding of, electoral processes", a mixed wards/'at large' system is not recommended at this time.
- 4.21 The following options and analysis relate, therefore, only to the options of wards and 'at large' elections and as these will apply to the election of general Councillors. As noted, the Council will await input from Māori before deciding on the number of Māori wards.
- 4.22 The prime consideration in deciding between the two options, wards or 'at large', is which will achieve the most effective representation for the communities of interest that make up the District.
- 4.23 To assist this consideration, the Council received a detailed report analysing communities of interest in Ruapehu District. This report identified communities of interest at both a local level and spread across the District as a whole.
- 4.24 After considering the report, Council discussed a number of possible options distinguishing particularly between rural and urban communities of interest in the District, including northern and southern groupings of these. On this basis, the following ward options were identified:
- a 'Rural North' ward comprising at least the current Ohura Ward and the Ngapuke statistical area (SA2) being the rural area surrounding Taumarunui urban area currently in Taumarunui Ward

¹ The option of 9 Councillors is also possible with this comprising 6 general Councillors and 3 Māori Councillors.

- a 'Taumarunui Urban' ward
- a 'Rural South' ward comprising at least the current Waimarino-Waiouru Ward.

- 4.25 There was discussion on the most appropriate arrangement for the current National Park Ward. Questions raised included whether the area identified more with the north or south of the District, whether it should remain a separate ward, or whether it should be split between possible northern and southern rural wards.
- 4.26 In deciding this issue, the Council needs to consider factors such as:
- What area do National Park residents have the most identification with: the rural area to the north, the mountains and associated activities to the south, or is there a split between the two?
 - Where do National Park residents get most of their 'external' services (e.g. shopping, personal services, schooling) from: the north, the south, or outside the district?
 - Where are organisations representing National Park residents' other interests (e.g. farming, business, recreational) based: in the north, in the south, or outside the district?
- 4.27 Council requested the development of detailed options for both wards and 'at large' elections reflecting considerations relating to communities of interest for scenarios of 8, 10 and 11 Councillors. These are presented below with the following four variations for each ward option relating to the decision on whether the current National Park Ward should be:
- a) combined with a 'Rural North' ward
 - b) combined with a 'Rural South' ward
 - c) retained as a standalone ward
 - d) split between proposed 'Rural North' and 'Rural South' wards.
- 4.28 To assist Council, a possible split of the current National Park Ward has been identified with Owango and the immediately surrounding area being combining with a 'Rural North' ward and the remainder of the ward being combined with the Waimarino-Waiouru Ward to form a 'Rural South' ward.
- 4.29 The analysis of the various options that follows includes whether the option complies with the '+/-10% fair representation rule' as required by the Local Electoral Act. For this purpose, the 'general electoral population' (GEP), as defined in the Electoral Act 1993, of 8,980 is used (N.B. ward totals do not always add up to 8,980 as individual ward populations are rounded figures).
- 4.30 As Council has previously noted, non-compliance with the '+/-10% rule' may be permitted only in respect of:
- isolated communities
 - not dividing communities of interest between wards
 - not uniting communities of interest with few commonalities of interest.
- 4.31 If Council was to adopt a wards option that does not comply with the '+/-10% rule', the proposal would have to be referred to the Local Government Commission for endorsement whether or not appeals/objections had been received.
- 4.32 In order for such a referral to be endorsed, Council would have to demonstrate clearly that non-compliance with the '+/-10% rule' was necessary in order to either 'not divide communities of interest between wards' or 'not unite communities of interest with few commonalities of interest'. Therefore, Council needs to consider carefully the decision relating to National Park in particular, and the nature of its community of interest.

4.33 Option 1: 11 Councillors (8 general Councillors, 3 Māori) elected by wards

4.34 Option 1A: National Park included in 'Rural North' ward

Ward	General Electoral Population	Councillors	Population per Councillor	Variance from average	% variance from average
'Rural North' (Ohura, Ngapuke & National Park)	2,680	2	1,340	+217	+19.32%
Taumarunui	3,070	3	1,023	-100	-8.90%
'Rural South' (Waimarino-Waiouru)	3,250	3	1,083	-40	-3.56%
Total	8,980	8	1,123		

4.35 Option 1B: National Park included in 'Rural South' ward

Ward	General Electoral Population	Councillors	Population per Councillor	Variance from average	% variance from average
'Rural North' (Ohura & Ngapuke)	1,750	2	875	-248	-22.08%
Taumarunui	3,070	3	1,023	-100	-8.90%
'Rural South' (National Park & Waimarino-Waiouru)	4,180	3	1,393	+270	+24.04%
Total	8,980	8	1,123		

4.36 Option 1C: National Park a standalone ward

Ward	General Electoral Population	Councillors	Population per Councillor	Variance from average	% variance from average
'Rural North' (Ohura & Ngapuke)	1,750	1	1,750	+627	+55.83%
Taumarunui	3,070	3	1,023	-100	-8.90%
National Park	930	1	930	-193	-17.19%
'Rural South' (Waimarino-Waiouru)	3,250	3	1,083	-40	-3.56%
Total	8,980	8	1,123		

4.37 Option 1D: National Park split between 'Rural North' and 'Rural South' wards

Ward	General Electoral Population	Councillors	Population per Councillor	Variance from average	% variance from average
'Rural North' (Ohura, Ngapuke & part National Park)	2,170	2	1,085	-38	-3.38%
Taumarunui	3,070	3	1,023	-100	-8.90%
'Rural South' (part National Park & Waimarino-Waiouru)	3,740	3	1,247	+124	+11.04%
Total	8,980	8	1,123		

- 4.38 For the 11-Councillor option (8 general Councillors), there are two practical choices available to comply with the '+/-10% rule'. Under Option 1A, approximately 210 people could be moved from the 'Rural North' ward to the 'Taumarunui Urban' ward. This would, however, not reflect the wish for a clear distinction between rural and urban communities of interest.
- 4.39 Alternatively, the current National Park Ward could be split. In Option 1D, 420 people of National Park's total GEP (930) have been included to the 'Rural North' ward with 510 in the 'Rural South' ward. A further 35 people would need to be moved from the 'Rural South' ward to the 'Rural North' ward for it to comply with the '+/-10% rule'. This further move could only practically be made in the north-western area of the current National Park Ward given roading patterns in the ward.
- 4.40 The 11-Councillor option highlights the need to agree the communities of interest. Firstly between rural and urban communities of interest and then the nature of the National Park community of interest. Council can then consider if a strong enough case can be made for any particular community of interest to warrant non-compliance with the '+/-10% rule'.

4.41 Option 2: 10 Councillors (7 general Councillors) elected from wards

4.42 Option 2A: National Park included in 'Rural North' ward

Ward	General Electoral Population	Councillors	Population per Councillor	Variance from average	% variance from average
'Rural North' (Ohura, Ngapuke & National Park)	2,680	2	1,340	+57	+4.44%
Taumarunui	3,070	2	1,535	+252	+19.64%
'Rural South' (Waimarino-Waiouru)	3,250	3	1,083	-200	-15.59%
Total	8,980	7	1,283		

4.43 Option 2B: National Park included in 'Rural South' ward

Ward	General Electoral Population	Councillors	Population per Councillor	Variance from average	% variance from average
'Rural North' (Ohura & Ngapuke)	1,750	2	875	-408	-31.80%
Taumarunui	3,070	2	1,535	+252	+19.64%
'Rural South' (National Park & Waimarino-Waiouru)	4,180	3	1,393	+110	+8.57%
Total	8,980	7	1,283		

4.44 Option 2C: National Park a standalone ward

Ward	General Electoral Population	Councillors	Population per Councillor	Variance from average	% variance from average
'Rural North' (Ohura & Ngapuke)	1,750	1	1,750	+467	+36.40%
Taumarunui	3,070	2	1,535	+252	+19.64%
National Park	930	1	930	-353	-27.51%
'Rural South' (Waimarino-Waiouru)	3,250	3	1,083	-200	-15.59%

Total	8,980	7	1,283		
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4.45 Option 2D: National Park split between 'Rural North' and 'Rural South' wards

Ward	General Electoral Population	Councillors	Population per Councillor	Variance from average	% variance from average
'Rural North' (Ohura, Ngapuke & part National Park)	2,170	2	1,085	-198	-15.43%
Taumarunui	3,070	2	1,535	+252	+19.64%
'Rural South' (part National Park & Waimarino-Waiouru)	3,740	3	1,247	-36	-2.81%
Total	8,980	7	1,283		

4.46 The 10-Councillor option (7 general Councillors) is problematic. It is not feasible to both have a ward structure reflecting a clear distinction between rural and urban communities of interest and also comply with the '+/-10% rule'.

4.47 Option 3: 8 Councillors (6 general Councillors) elected from wards

4.48 Option 3A: National Park included in 'Rural North' ward

Ward	General Electoral Population	Councillors	Population per Councillor	Variance from average	% variance from average
'Rural North' (Ohura, Ngapuke & National Park)	2,680	2	1,340	-157	-10.48%
Taumarunui	3,070	2	1,535	+38	+2.54%
'Rural South' (Waimarino-Waiouru)	3,250	2	1,625	+128	+8.55%
Total	8,980	6	1,497		

4.49 Option 3B: National Park included in 'Rural South' ward

Ward	General Electoral Population	Councillors	Population per Councillor	Variance from average	% variance from average
'Rural North' (Ohura & Ngapuke)	1,750	1	1,750	+253	+16.90%
Taumarunui	3,070	2	1,535	+38	+2.54%
'Rural South' (National Park & Waimarino-Waiouru)	4,180	3	1,393	-104	-6.95%
Total	8,980	6	1,497		

4.50 Option 3C: National Park a standalone ward

Ward	General Electoral Population	Councillors	Population per Councillor	Variance from average	% variance from average
'Rural North' (Ohura & Ngapuke)	1,750	1	1,750	+253	+16.90%
Taumarunui	3,070	2	1,535	+38	+2.54%
National Park	930	1	930	-567	-37.88%
'Rural South'	3,250	2	1,625	+128	+8.55%

(Waimarino-Waiouru)					
Total	8,980	6	1,497		

4.51 Option 3D: National Park split between 'Rural North' and 'Rural South' wards

Ward	General Electoral Population	Councillors	Population per Councillor	Variance from average	% variance from average
'Rural North' (Ohura, Ngapuke & part National Park)	2,170	2	1,085	-412	-27.52%
Taumarunui	3,070	2	1,535	+38	+2.54%
'Rural South' (part National Park & Waimarino-Waiouru)	3,740	2	1,870	+373	+24.92%
Total	8,980	6	1,497		

4.52 The 8-Councillor option (6 general Councillors) could be made to comply with the '+/-10% rule' but raises questions relating to communities of interest.

4.53 In Option 3A, moving 20 people into the 'Rural North' ward would result in compliance. This could be achieved by moving 20 people either from the 'Taumarunui Urban' ward or from the 'Rural South' ward. Moving 20 people from Taumarunui can be seen to undermine the desire for wards to reflect a clear distinction between rural and urban communities of interest.

4.54 This option again also raises the question of the nature of the National Park community of interest. Is the community of interest of all the current National Park Ward most closely associated with the 'Rural North' ward area?

4.55 Summary of ward options

4.56 For the 11-Councillor option (8 general Councillors), if Council wishes to retain a clear rural/urban distinction, the only viable option to comply with the '+/-10% rule' is to split the current National Park Ward between 'Rural North' and 'Rural South' wards.

4.57 None of the variations to the 10-Councillor option (7 general Councillors) are viable in relation to complying with the '+/-10% rule'.

4.58 For the 8-Councillor option (6 general Councillors), combining the current National Park Ward with a 'Rural North' ward would, with a small adjustment, comply with the '+/-10% rule' but raises questions about communities of interest.

4.59 It is clear that Council, in deciding between the above options, needs to confirm communities of interest.

4.60 Firstly, does Council wish to have a clear distinction between rural and urban communities of interest in a ward structure?

4.61 Secondly, what is the nature of the National Park community of interest? In particular, is there one distinct National Park community of interest reflected in the current ward boundaries, in which case the ward should be retained in any new ward structure? Or, are there some differences in the community of interest between the northern and southern areas of National Park, in which case these areas could be combined with new 'Rural North' and 'Rural South' wards respectively?

4.62 As previously noted, if Council does finally adopt a ward structure that does not comply with the '+/-10% rule', that proposal would have to be referred to the Local Government Commission for endorsement.

5.0 Option 4: general Councillors elected 'at large'

5.1 Council could decide not to retain general wards with electors on the general electoral roll voting for all councillors apart from those in the Māori ward/s. Council could then decide the number of general Councillors to be elected 'at large' without being constrained by the '+/-10% rule'.

5.2 Any one of the options identified above of 8, 7 or 6 general Councillors could be selected. It is noted the option of 7 general Councillors with 3 Māori Councillors (totalling 10 Councillors) provides the closest average equality between Councillors representing the general electoral population and those representing the Māori electoral population.

5.3 The benefits of an 'at large' system of voting include:

- voters have more choice of candidates to choose from
- voters are likely to feel they have more say in the running of the District by being able to vote for more Councillors
- it should provide more diversity of representation as the STV voting system can provide proportional representation of communities of interest spread across the district such as young people and Māori not on the Māori electoral roll
- it avoids issues of balancing the effective representation of communities of interest with the '+/-10% fair representation rule'
- it avoids the need to seek Local Government Commission endorsement of any Council decision to not comply with the '+/-10% rule'
- it is easier for Councillors to act in the interests of the District as a whole in line with their declaration.

5.4 These benefits need to be weighed against the benefits of a ward system including:

- fewer positions/candidates to choose from may have a positive impact on voter turnout
- may enhance representation of smaller and more isolated communities
- likely to reduce time and resource costs for candidates
- may improve local accountability by ensuring a closer link between residents and Councillor/s.

6.0 Community Boards

6.1 As part of its representation review, Council is required to consider, in light of the principle of fair and effective representation for individuals and communities, whether there should be Communities and Community Boards in the District and, if so, the nature of those Communities and the structure of the Community Boards.

6.2 This requirement needs to be considered in relation to the basis of election for Councillors and particularly whether there are to be wards as the Local Electoral Act also requires, for the purposes of effective representation, that wards, so far as is practicable, coincide with community boundaries.

6.3 Council has indicated it wishes to consider the establishment of Community Boards across the District, not just retain the two current Community Boards. If Council does decide to retain a ward system of representation for Councillors, there does not appear to be any

reason why Community Boards could not coincide with ward boundaries in the options identified in this report. In which case there would be either three or four Community Boards.

- 6.4 If Council resolves to introduce an ‘at large’ system of representation, Community Boards could still be established for the same three or four areas that had been considered for wards.
- 6.5 Community Boards can have between 4 and 12 members, but must have at least 4 elected members. Council may appoint Councillors to Community Boards but the number of appointed members must be less than half the total number of members.
- 6.6 Elected members may be elected from subdivisions of the Community Board area, but any subdivision is subject to the ‘+/-10% fair representation rule’ in the same way as for wards.
- 6.7 It is proposed that once Council has indicated its decision on the basis of election for Councillors, i.e. wards or ‘at large, and if wards the number of wards, the officers will prepare Community Board membership options and include these in the report for the 25 August meeting. This will include the number of members, both elected and appointed, for each Community Board and whether any should be elected from subdivisions.
- 6.8 The number of Community Board members will reflect, in part, the extent of the role Council proposes for the Community Boards. Council has indicated it wishes to consider a greater role for Community Boards in future than that carried out by the two current Community Boards. To assist Council, a possible expanded Community Board role is outlined in the Appendix.

Next Steps

- 7.1 The next steps and timeline for the review are set out in the following table.

3 August	National Park Community Board meeting considers Community Board options
5 August	Waimarino-Waiouru Community Board meeting considers Community Board options
11 August	Raetihi Marae hui considers Māori ward options
12 August	Morero Marae hui considers Māori ward options
25 August	Council resolves initial representation proposal
7 September	Council gives notice of initial proposal and consultation begins
8 September	Waimarino/Waiouru meeting (Raetihi)
16 September	National Park meeting
21 September	Taumarunui meeting
30 September	Ohura meeting
8 October	Consultation on initial representation proposal closes
20 October	Hearings on submissions
10 November	Council resolves final representation proposal
TBA (no later than 19 November)	Council gives notice of final proposal and right of appeal/objection

Suggested Resolution(s)

- (1) The ‘Representation Review – Options for initial proposal’ report be received.

- (2) Council notes that further community input relating to Māori Wards and Community Boards will be received prior to the Council meeting on 25 August.
- (3) Subject to the input to be received at the 25 August meeting, Council agrees its preferred representation arrangements as follows:
 - a) a Council comprising (**8, 7 or 6**) general Councillors
 - b) the general Councillors be elected **either by wards or 'at large'**
 - c) if wards, those wards to comprise:

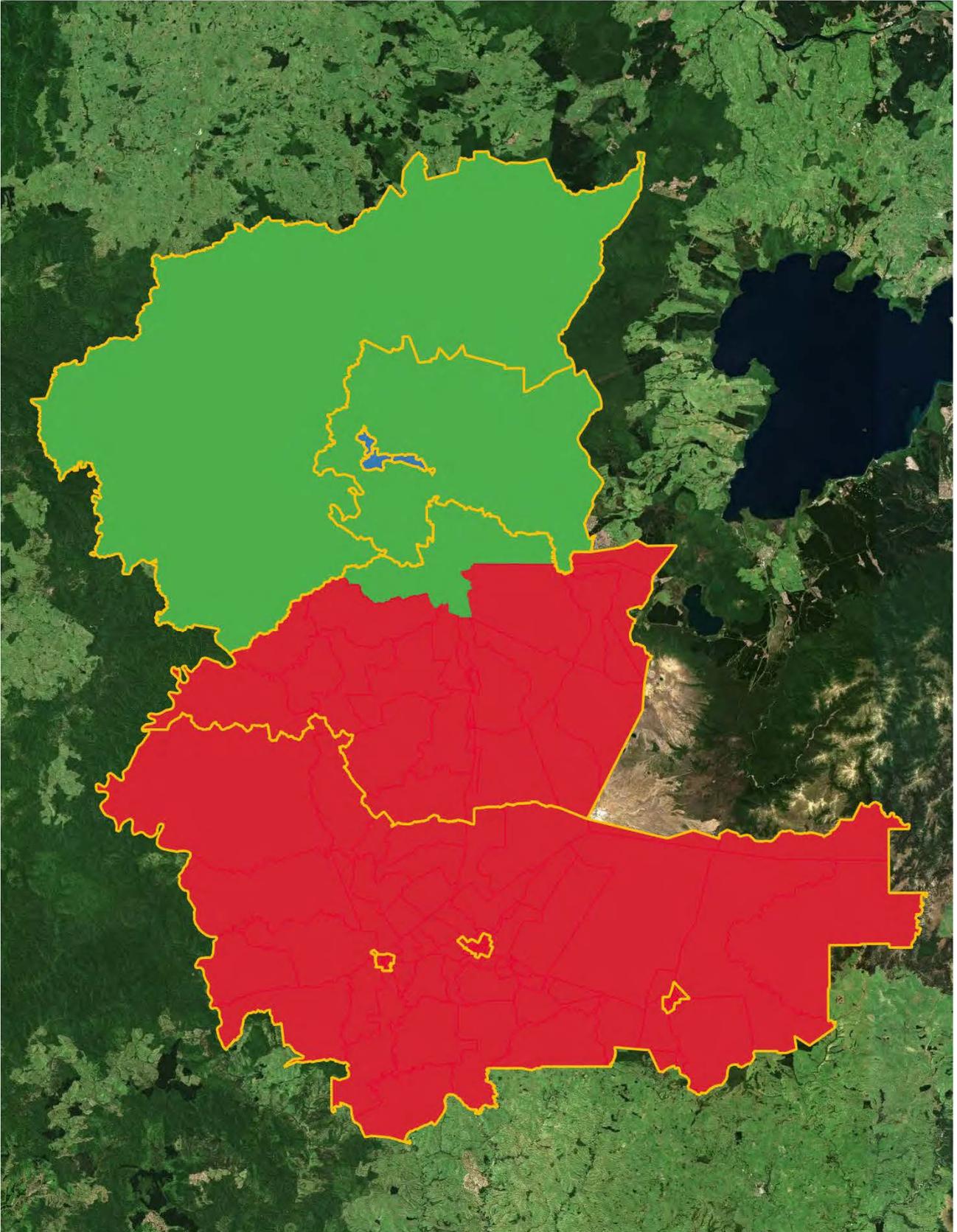


Pauline Welch
Executive Manager – Community and Economic Development

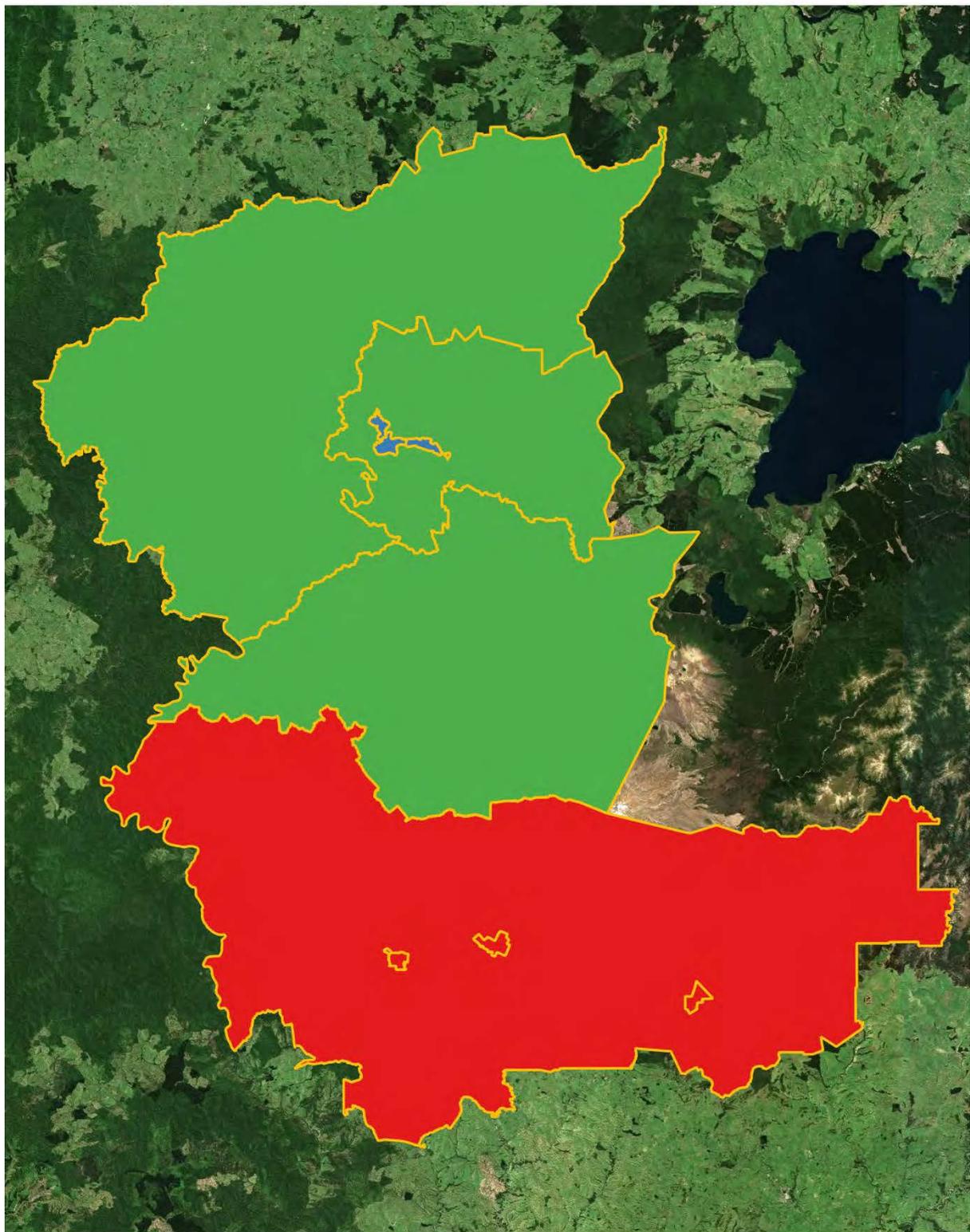
Email address for point of contact: pauline.welch@ruapehudc.govt.nz

Attachments
1 Maps

Option 1 D



Option 3 A Move 20 people to comply (either from Taumarunui, or from the Waimarino/Waiouru Ward)



Community boards: possible role and powers

Statutory role of community boards

1. Represent, and act as an advocate for, the interests of its community
2. Consider and report on all matters referred to it by the council, or any matter of interest or concern to the community board
3. Maintain an overview of services provided by the council within the community
4. Prepare an annual submission to the council for expenditure within the community
5. Communicate with community organisations and special interest groups within the community
6. Undertake any other responsibilities that are delegated to it by the council

Protocols and expectations

Possible council protocols:

1. appoint ward councillor(s) to community boards
2. invite community board elected members to attend council and committee meetings with speaking rights
3. use community boards to lead/share leadership on council consultation in their community
4. accept community boards' recommendations where these *do not* relate to district-wide issues, have implications wider than the local community or have new budgetary implications
5. invite community boards' input into statutory consent applications (submissions, objections) in their community e.g. resource consents, liquor licences
6. involve community boards in the early stages of preparation of long-term/annual plans including input into local service levels and fees & charges, and give particular consideration to the priorities identified in the community plan
7. appoint elected board members to statutory/bylaw hearing panels for local issues
8. encourage elected board members to be accredited to sit on RMA hearing panels

In order to carry out their statutory role, community boards will meet expectations to:

1. consult their local community and prepare a community plan each triennium identifying community preferences, priorities and desired service levels for council services to be used as basis for submissions on long-term/annual plans
2. seek and give special regard to the views of Māori on local matters, identify opportunities for collaboration and involve in decision-making as far as possible
3. promote community resilience in their community through the provision of information on local hazards and risks, and awareness of actions to take in the event of an emergency
4. seek the views of community groups and support them to provide local solutions to local problems
5. facilitate community engagement in council consultation exercises
6. recommend any amendments to bylaws to apply in their community
7. actively monitor council services delivered in their community
8. undertake/monitor activities for which a budget has been allocated the to community board

Possible delegations to community boards

It is important to note that while community boards would have the power to act “in the like manner and the same effect as the council” in relation to delegations, all decisions still have to be within the terms of the delegations, statutory limits, council policies and budgets. Delegations also need to sit comfortably beside delegations made to council officers on efficiency grounds.

Parks & reserves (including cemeteries as appropriate) under Reserves Act, LGA and bylaws

1. approve reserve declarations/classifications/reclassifications and revocations
2. approve names
3. approve management plans
4. grant leases, licences and easements
5. approve development and activities on reserves
6. approve tree removals
7. carry out consultation on all decisions as required
8. liaise with and support volunteer reserves management committees

Community facilities

1. undertake governance for local facilities (libraries, swimming pools, community halls) such as usage policies/approvals, opening hours
2. approve the detailed siting and finish for new/upgrades of existing facilities e.g. playgrounds, toilets
3. appoint members or other persons to local (facility/activity) committees and groups

Community development

1. approve community projects, events, collections & parades
2. seek and apply funding from external organisations for community projects
3. allocate funding and operational grants to community groups
4. make community awards

Roading and transport

1. act as roading authority for community under LGA 1974 relating to: roadways, names, concept/landscape plans, public safety, health, convenience, traffic control & enforcement, vehicle crossings, bus shelters, road stopping, traffic & parking bylaws

Solid waste and recycling

1. make governance decisions on community recycling/resource recovery centres

Health and safety

1. introduce/amend/revoke alcohol bans in community
2. make decisions on particular local bylaw matters such as their application in local community (e.g. dog access & exercise areas), approve (non-) compliance/grant exemptions

Report to: Waimarino-Waiouru Community Board

Meeting Date: 5 August 2021

Subject: Representation Review Report



Purpose of Report

- 1.1 The purpose of this report is to present options for community boards for the 2022 representation review for recommendation to Council.

Significance and Engagement, Social Impact

2.1 Significance

This report does not trigger the Significance and Engagement Policy.

2.2 Engagement

Some pre-engagement took place with the community during the Long Term Plan consultation process and with the Ruapehu District Māori Council (RDMC). Further Hui with Māori and the community collectively are scheduled to be held at Morero Marae (Taumarunui) and Raetihi Marae (Raetihi) in August.

- 2.2.1 Formal consultation on the Council's initial proposal will take place in September in line with the requirements of the Local Electoral Act 2001.

2.3 Social Impact

This report does not trigger the Social Policy, however it is an important issue for the community.

Background

- 3.1 Council is required to undertake a review of current representation arrangements in Ruapehu District prior to the 2022 local elections as it is now six years from its last review. In any event, it would have been required to undertake a review for these elections given its recent decision to introduce Māori Wards.
- 3.2 As part of its review, Council must consider whether there should be Community Boards in the district in light of the principle of "fair and effective representation for individuals and communities".
- 3.3 After Council decides its initial representation proposal, it will be subject to a submissions and hearings process. Following the consideration of submissions, Council will then adopt a final proposal. If there are appeals or objections against the final proposal, a determination will be made by the Local Government Commission (LGC).
- 3.4 Past appeals/objections have centred on Community Boards and communities of interest in Ruapehu District.

- 3.5 The LGC’s representation review guidelines state: “The steps in the process for achieving effective and fair representation are not statutorily prescribed. The Commission believes that the following approach to determining representation arrangements will achieve a robust outcome that is in accordance with the statutory criteria:
- identify the district’s communities of interest
 - determine the best means of providing effective representation of the communities of interest
 - determine fair representation for electors of the district”.
- 3.6 In 2010, there was strong opposition to disestablishing the Community Boards from the community. The LGC subsequently determined that they should be retained and included the following comment supporting the National Park Community Board:
“We believe that, in the context of Ruapehu District, the area of the National Park Community Board is sufficiently distinct to warrant continued community board representation”.
- 3.7 It also made the following further comment supporting the Waimarino-Waiouru Community Board:
“Given the nature of the Waimarino-Waiouru community, we believe that a governance structure below the district-wide level assists in dealing with local issues and in facilitating local democratic decision-making”.

Discussion

- 4.1 Council must consider whether there should be Community Boards in Ruapehu District as part of its representation review. Community Boards are a means of assisting the Council to meet the purpose of local government (i.e. enabling local decision-making and promoting community well-being) and also achieve certain principles (e.g. engaging with and taking account of the diversity of communities and community interests in its decision making).
- 4.2 Under the Local Electoral Act, Community Boards can assist in the achievement of effective representation of communities. In particular, they can be a good option where Council may be considering either larger wards or ‘at large’ Council representation.
- 4.3 If there are wards, Community Boards do not have to cover a whole ward. However, consideration must be given to Ward and Community Board boundaries coinciding, where practicable, to assist resident identification with their community of interest and also their understanding of local electoral arrangements.
- 4.4 The vast majority of submitters in the recent pre-consultation supported Community Boards in Ruapehu District including some proposing a board(s) for the Taumarunui and Ohura Wards.
- 4.5 Council is considering its options for its initial representation proposal which will then be consulted on with the community. The recommendations from the Community Boards will be included in the report to the Council meeting on 25 August when Council will adopt its initial proposal, along with the feedback from meetings with Māori and other community members.

4.6 The review consultation timetable is as follows:

3 August	National Park Community Board meeting considers Community Board options
5 August	Waimarino-Waiouru Community Board meeting considers Community Board options
11 August	Raetihi Marae hui considers Māori ward options
12 August	Morero Marae hui considers Māori ward options
25 August	Council resolves initial representation proposal
7 September	Council gives notice of initial proposal and consultation begins
9 September	Waimarino/Waiouru meeting (Raetihi)
16 September	National Park meeting
22 September	Taumarunui meeting
30 September	Ohura meeting
8 October	Consultation on initial representation proposal closes
20 October	Hearings on submissions
10 November	Council resolves final representation proposal
(no later than 19 November)	Council gives notice of final proposal and right of appeal/objection

4.7 Options for Community Boards

In recent discussions, Council has indicated that Community Boards should continue to have a role in the representation of Ruapehu District. It has not discussed the option of disestablishing the Community Boards. There was also strong feedback from the community in the April Long Term Plan consultation to retain the Community Boards.

4.8 Council now invites the Community Boards to make recommendations. To assist their consideration, some possible options for Community Boards have been identified. While none of the options depend on what General Wards Council may decide for its initial proposal, as noted it is preferable that any Ward/Community Board boundaries do align.

4.9 Based on the LGC's good practice identified above, reviews should start with the identification of communities of interest. Accordingly, the Community Board should first consider whether the current Ward/Community Board area still reflects a distinct community of interest? Should the current boundaries be retained or altered?

4.10 Some possible options

Based on the retention of existing boundaries, some possible options are:

4.10.1 Option 1: Status Quo

This option is for the National Park and the Waimarino-Waiouru Community Boards to remain as currently constituted.

4.10.2 Option 2: One Additional Community Board

This option is the status quo plus an additional Community Board in the North (Taumarunui/Ohura) replacing the existing Ward Committee.

4.10.3 Option 3: Two New Community Boards

This option is to have two Community Boards covering all of Ruapehu District. One possibility is for a board to cover National Park and Waimarino/Waiouru and one board to cover the Taumarunui/Ohura area.

4.10.4 Option 4: Four Community Boards

This option is to have four Community Boards: one covering the rural north (Ohura, Ngapuke area), one covering the Taumarunui urban area, along with the two existing Community Boards for National Park and Waimarino-Waiouru.

- 4.11 The number of members on each Community Board will also be a decision that Council will need to make. Under the Local Electoral Act, Community Boards can have between 4 and 12 members. There must be a minimum of four elected members. There may also be appointed members, i.e. Councillors for the area, who must comprise less than half the total number of members.
- 4.12 Traditionally, Ruapehu has had 4 elected members per community board and at least one appointed member.
- 4.13 Consideration needs to be given to what would be appropriate Community Board representation. While there is no "right" number, the current number, (4) plus a Councillor, has been seen to work well in the past. It is noted that past elections have seen some issues around filling all the available seats.

Suggested Resolution(s)

- 1 That the report on Representation Review be received.
- 2 That the Waimarino-Waiouru Community Board recommends that Council adopts a particular Community Board option for its initial representation proposal for consultation with the community.



Pauline Welch

EXECUTIVE MANAGER COMMUNITY AND ECONOMIC DEVELOPMENT

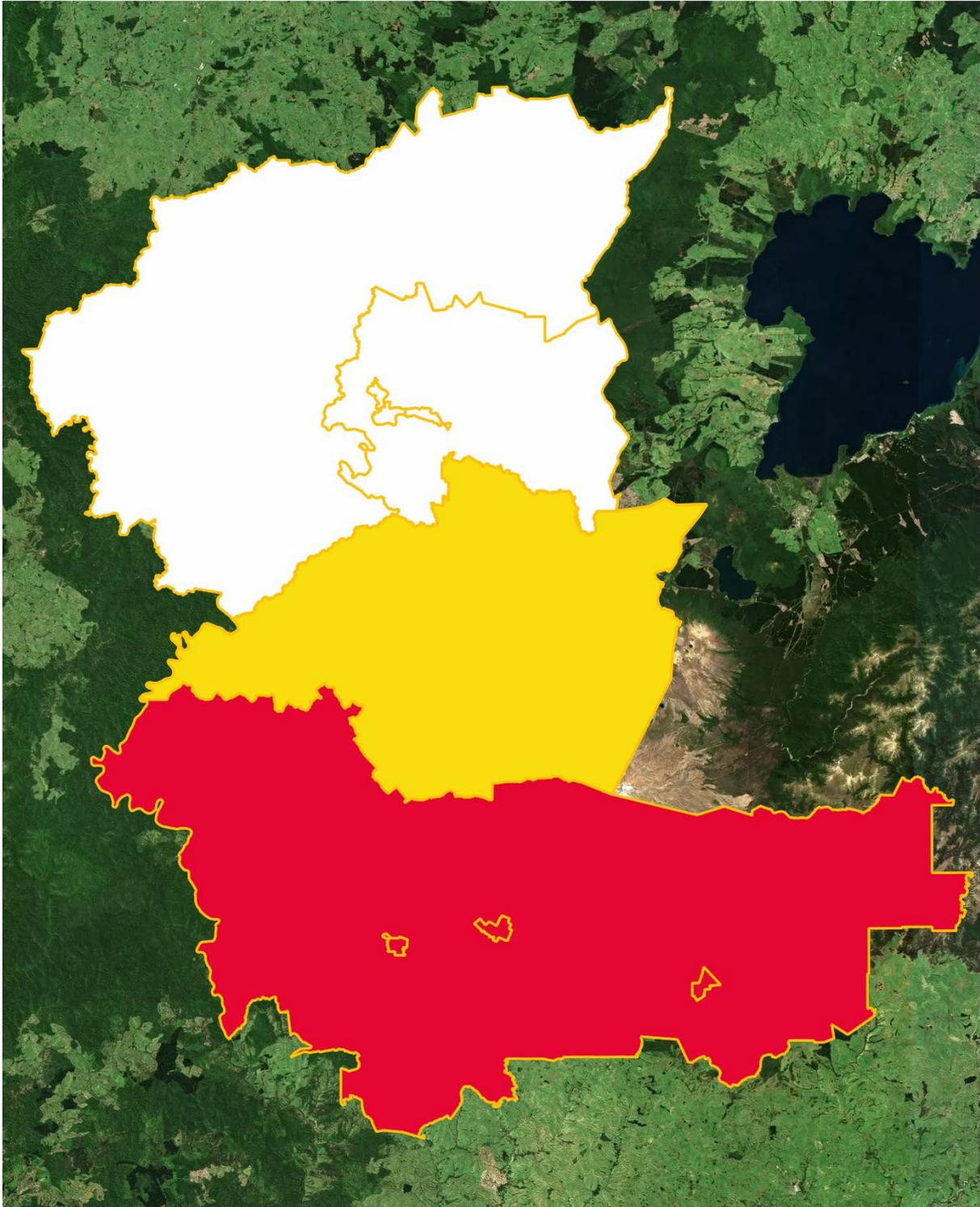
Email address for point of contact: Pauline.Welch@ruapehudc.govt.nz

Attachments

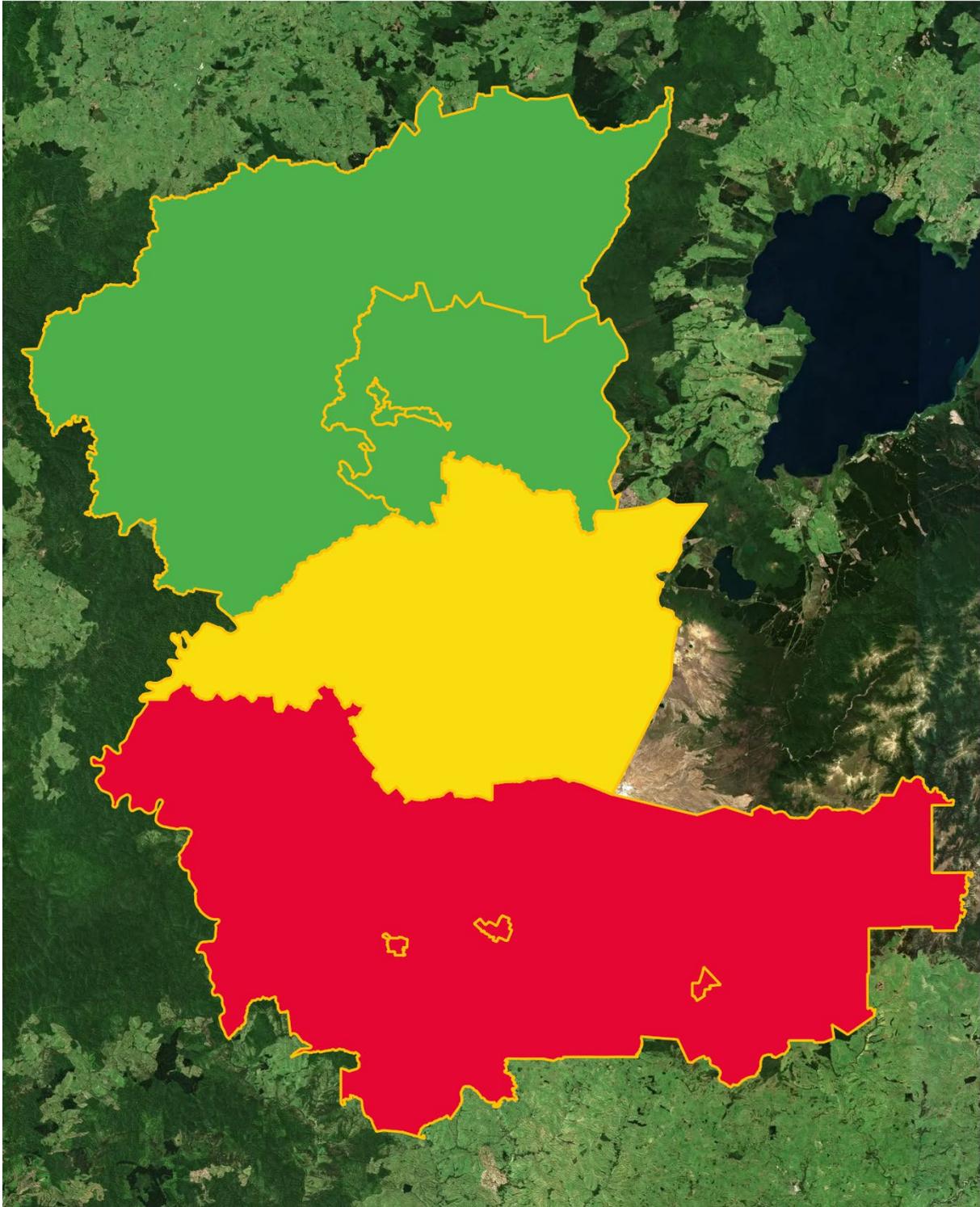
- 1 Community Board Options (Maps)

Community Board Options (Maps)

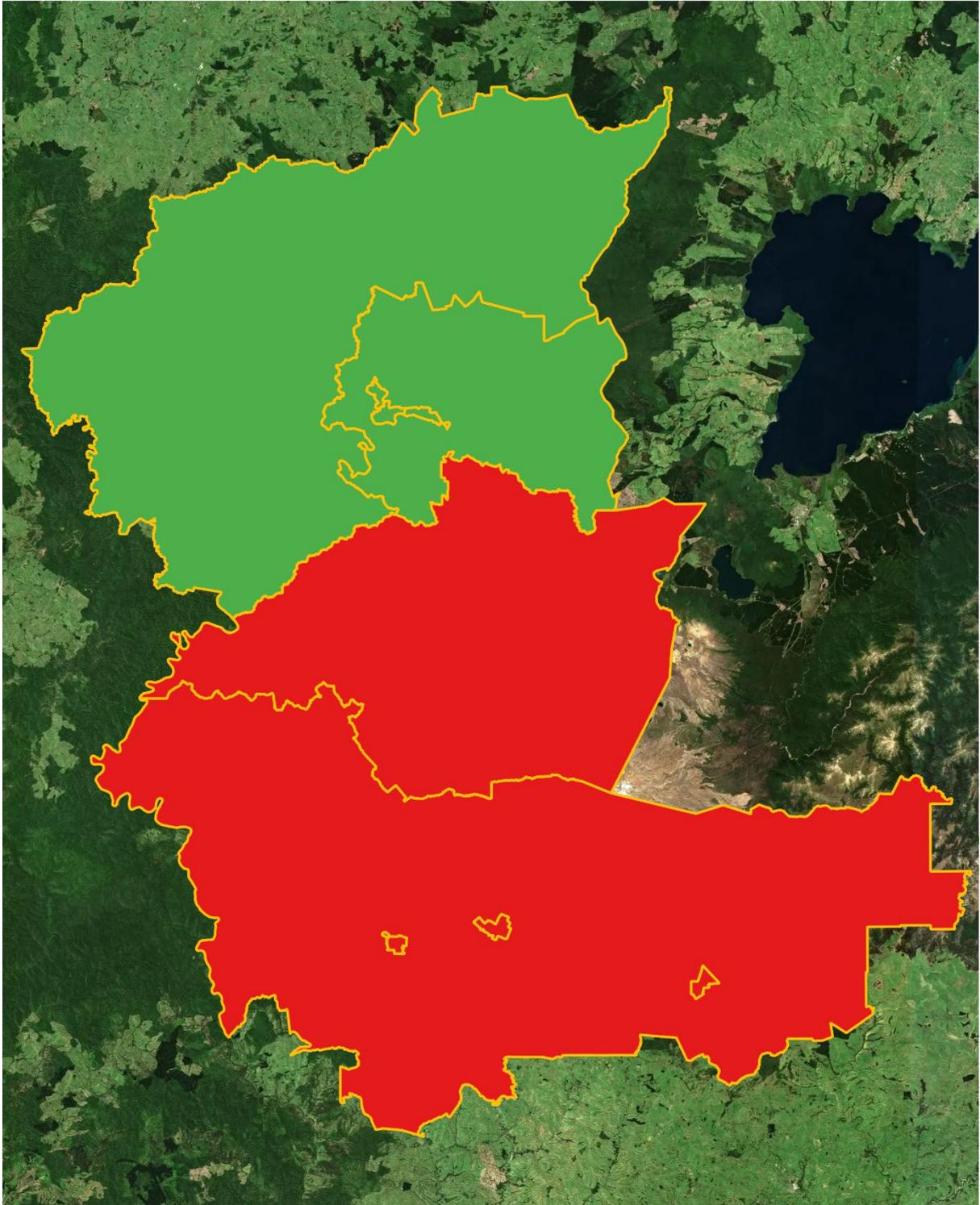
Option 1: Community Boards Status Quo



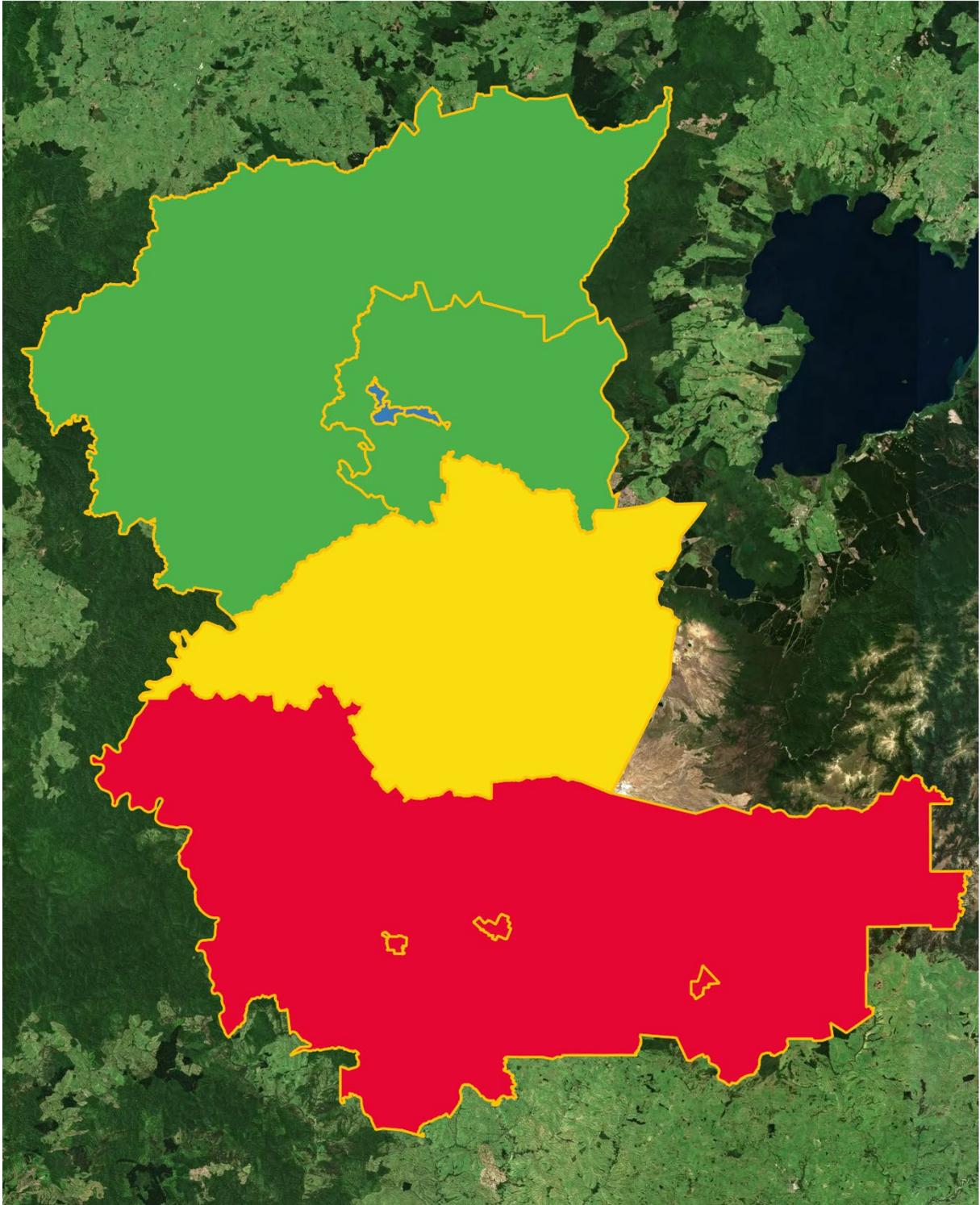
Option 2 - Community Boards Status Quo National Park & Waimarino/Waiouru plus an Ohura/Taumarunui



Option 3 - Two Community Boards North & South



Option 4 - Four Community Boards



Māori and General Ward/s Representation Discussion

11 August 2021



Why this Hui

- ▶ To talk about what Council representation arrangements will look like going forward.
- ▶ Council has to make a proposal on:
 - What our ward structure looks like? (Māori and general)
 - The number of Elected Members
 - If we have Community Boards or not
 - If we do, the number of CB members
 - And where....
- ▶ Representation is a numbers game which Council has to follow in accordance to the Local Electoral Act.

What's the goal?

- ▶ Fair and effective representation (Local Electoral Act)
- ▶ Provide Māori with a representative voice
- ▶ Enhance opportunities for Māori to contribute to Council decision-making
- ▶ Better community engagement (Local Government Act)
- ▶ Strong resilient communities

Progress

▶ To date

2 October 2020	RDMC recommended to RDC to resolve Māori Wards
28 October 2020	RDC resolved to have Māori wards
February 2021	Changes to the LEA to allow for Māori wards with no poll option removed (32 new Council adopted Māori Wards for 2022 elections/previously 3)
March/April 2021	Community Consultation through LTP hui
3 August 2021	National Park Community Board meeting considers Community Board options
5 August 2021	Waimarino-Waiouru Community Board meeting considers Community Board options
11 August 2021	Raetihi Marae hui considers Māori ward options
12 August 2021	Morero Marae hui considers Māori ward options

Opportunities for representation

- ▶ There are a number of options to represent Local Government.
- ▶ People can stand in the following:
 - General Wards
 - Māori Wards
 - Community Boards

What are General and Māori ward/s?

- ▶ The district can be divided into more than one ward (people elected by “ward”) or,
- ▶ The entire district can be one ward (people elected “at large”).
- ▶ The Māori ward/s allows Māori registered on the Māori roll to vote for representatives on Council.
- ▶ The General ward/s allows those on the general roll to vote for representatives on Council.

Population numbers

- ▶ Are worked out and finalised by Stat NZ,
 - Based on the previous census and those on the Māori and general roll.
- ▶ These numbers are the basis for ward boundaries,
 - Each representative on Council needs to represent the same number of people (within each of the electoral populations).

Ward	Māori electoral population*	General electoral population*
Ohura	190	830
Taumarunui	2,140	3,990
National Park	150	930
Waimarino-Waiouru	1,350	3,250
Total	3,830	8,980

Māori ward/s in the Ruapehu District

- ▶ The specific number of Māori representatives is **determined** by the number of people allocated to represent Council.
- ▶ The Māori Electoral Population is defined in the Electoral Act 1993. This figure is a calculation of those registered on the Māori electoral roll, and a proportion of those of Māori descent as per the census.
- ▶ Council is currently looking at 8 total Councillors, plus the Mayor.

No. of councillors from Māori wards	No. of councillors from general wards	Total no. of Councillors
2	6	8
3	6	9
3	7	10
3	8	11

Numbers for Māori Wards

- ▶ 2 elected members in 2 wards:
 - The Māori electoral population is much higher in the north.
 - Neither ward is within the 10% rule.

Ward	Māori Electoral Population	Councillors	Population per councillor	Variance from average	% variance from average ('+/-10% rule')
Ohura & Taumarunui	2,330	1	2,330	+415	+21.67%
National Park & Waimarino-Waiouru	1,500	1	1,500	-415	-21.67%
Total	3,830	2	1,915		

Council's draft proposal – (Council makeup)

- ▶ Council is proposing the following representation arrangements for consultation in September:
 - 8 member Council (6 general and 2 Māori representatives)
 - General representatives elected at large
 - Māori representatives at large or by ward TBD (waiting on feedback)

- ▶ Plus the Mayor, elected at large.

Community Boards

- ▶ Community Boards do not have a option for dedicated Māori representation.
- ▶ Community Boards have influence at the local level.
- ▶ Council is proposing 4 Community Boards:
 - Ohura/Ngapuke
 - Taumarunui Urban
 - National Park
 - Waimarino/Waiouru
- ▶ Council is looking at increasing the roles and responsibilities for Community Boards going forward.

Ways to participate

- ▶ The community has a number of opportunities to influence the representation arrangements:
 - Through the pre-consultation process (17 August deadline)
 - Through the official consultation process (7 September - 8 October)
 - Those who submit during this process will be eligible to speak at Council's public hearings.
- ▶ Appealing/objecting to the Local Government Commission. This will be available between 20 November and 20 December.
 - But only those who submitted in the official consultation process, and
 - Only in reference to the original submission.
- ▶ Submit even if you support Council's proposal.
- ▶ If you submitted on this through the LTP, you will need to submit again through this process.

Timeline

- ▶ The deadlines for this process is tight and critical.
- ▶ Proposal must be notified by 8 September 2021 -
 - or within two weeks of Council's decision (initial adoption of proposal 25 August).

25 August	Council resolves initial representation proposal
7 September	Council gives notice of initial proposal and consultation begins
8 September	Waimarino/Waiouru meeting (Ohakune)
16 September	National Park meeting (The Park Hotel)
21 September	Taumarunui meeting (Council Chambers)
30 September	Ohura meeting (Hall)
8 October	Consultation on initial representation proposal closes
20 October	Hearings on submissions
10 November	Council resolves final representation proposal
(no later than 19 November)	Council gives notice of final proposal and right of appeal/objection