

Attachment 1 to Report 06.684



File No: E/01/04/07
16 November 2006

Mr Donald Riezebos
Local Government Commission
Department of Internal Affairs
46 Waring Taylor Street
Wellington

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Greater Wellington is the promotional
name of the Wellington Regional Council

Dear Mr Riezebos

Objections and appeals to Greater Wellington Regional Council's proposed representation arrangements

Enclosed is the following information which is required by section 19Q of the Local Electoral Act 2001:

- Resolution made under section 19I
- Resolution made under section 19N(1)(a) that made amendments to the resolution made under 19I
- Public notice given under section 19N(1)(b)
- Every submission made to the regional council on the resolution made under 19I
- Every appeal and objection received under 19O and 19P
- Other such information concerning communities of interest and population of the region or any constituency or proposed constituency that we hold, including:
 - maps of options the Greater Wellington explored, but that were soon discarded and were not, therefore, included in any report to the Policy, Finance and Strategy Committee/Council or the Representation Review Subcommittee
 - population certificates from the Government Statistician based on 2005 population estimates

I have also enclosed other information which you may find helpful:

- Outline/timetable of the Council's review process

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- Relevant reports
- Public notice required by section 19M
- Adverts for community newspapers
- Notes from the stakeholder meeting held on 2 May 2006 to which councils, community boards and residents' associations from the Western part of the Wellington region were invited

I am aware that the Commission will be holding a hearing on 18 December 2006 to consider the objections/appeals that Greater Wellington Regional Council has received. The Council Chamber, Level 5, Regional Council Centre, 142-146 Wakefield Street has been booked accordingly. I look forward to hearing from you regarding the start time of the hearing and the time that has been set aside for the Council to present its views.

If you require further information, or would like more background on any of the decisions made by the Council prior to 18 December 2006, please feel free to contact me.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Ian Buchanan', written over a white background.

Ian Buchanan
Council Chairman

**Resolutions made under 19I of the
Local Electoral Act 2001**

To Divisional Manager



From Committee Advisor



File:E/01/04/01

Report 06.221

Policy, Finance and Strategy Committee

Minute extract from meeting held on 1 June 2006

Proposed Representation Arrangements

Resolved		
That the Committee recommends that Council		
(1) Receives the report.		
(2) Notes the content of the report.		
(3) Proposes the following representation arrangements for the Wellington Regional Council for the reasons set out in section 4.3 of Report 06.221:		
Constituency name	Constituency boundary	Number of members
Wellington Constituency	Remains unchanged. Based on the current boundary of the Wellington City Council	5
Hutt Valley Constituency	Based on joining the current boundaries of the Hutt City Council and Upper Hutt City Council	4
Kapiti-Mana Constituency	Based on joining the current boundaries of the Kapiti Coast District Council and Porirua City Council	3
Wairarapa Constituency	Remains unchanged. Based on joining the current boundaries of South Wairarapa District Council, Carterton District Council and Masterton District Council, and the area of the Tararua District Council that is just South of the Owahanga River catchment.	2

Amendment

(Cr Kirton/Cr Greig)

That (3) in the above motion be altered so that the Hutt Valley is separated into two constituencies: Upper Hutt constituency with one member and Lower Hutt constituency with three members.

The motion as amended was **LOST**.

A division was called for on the substantive motion.

The votes for the motion were recorded as follows:

For: Councillors Baber, Buchanan, Evans, Glensor, Laidlaw, Long, McDavitt, and Shields.

Against: Councillors Aitken, Greig, Kirton, and Wilde.

There being a majority, the substantive motion was **CARRIED**.

Noted

The public is to be made aware during the notification process that other representation options exist. It was requested that a press release that made this clear be prepared.



Report 06.221
Date 23 May 2006
File E/01/04/01

Committee Policy, Finance and Strategy Committee
Author Margaret Shields, Chairperson, Representation Review Subcommittee

Proposed representation arrangements

1. Purpose

To decide on the Council's proposed representation arrangements for public consultation.

2. Significance of the decision

The matters for decision in this report are of significance. The Local Electoral Act 2001 (LEA 2001) sets out the consultation process that the Council must follow in making such decisions.

3. Background

3.1 Representation Review Subcommittee

In December 2005 the Council established the Representation Review Subcommittee to help the Council review its representation arrangements. One of the Subcommittee's key functions is to make a recommendation to the Policy, Finance and Strategy Committee on Council's proposed representation arrangements for public consultation. This report sets out the Subcommittee's recommendations and discusses the key representation options the Subcommittee considered.

3.2 Legal requirements

There are a number of legal requirements that must be taken into account when determining the Council's representation arrangements. The key requirements are fair representation, (which provides a population formula based on the number of people per councillor), and effective representation of the region's communities of interest. (See **Attachment 1** for a full description of the legal requirements under the LEA 2001.)

The Council may only depart from the population formula required for fair representation where it is necessary to do so to ensure the effective representation of communities of interest. A decision by the Council not to

comply with the population formula must be referred to the Local Government Commission for determination. If the Commission does not deem that the Council has robust reasons for its proposal to be robust then it may impose different representation arrangements. All of the representation options available to the Council, including the recommended option, fall outside of the population formula.

3.3 Preliminary consultation

In preparation for recommending the proposed representation arrangements the Subcommittee carried out preliminary consultation with key stakeholders, i.e. local territorial authorities, community boards and residents' associations. This involved a letter to all stakeholders and a meeting for interested stakeholders.

4. Comment

4.1 Four key options

The Subcommittee explored a huge variety of different representation scenarios and came up with four key options (**Attachment 2**). All other scenarios were discarded because they either did not comply with the population formula in all constituencies except the Wairarapa, or they did not adequately reflect the region's communities of interest. These included the Council's current representation arrangements, which fall outside of the population formula in the Wairarapa, Porirua and Kapiti constituencies (**Attachment 3**).

Councillors will note that all of the four key options are based on one elected member in the Wairarapa. There is, however, the possibility of adding another councillor to the Wairarapa for any of the four options (see discussion under 4.2.6).

We have not shown what each option would look like with two representatives in the Wairarapa. Legal advice states that, where a specific community of interest (or grouping of communities of interest) is considered to be more effectively represented without complying with the population rule, then compliance with the rule may be relaxed for the balance of the region, particularly if continuing to apply the rule would create impediments to effective representation for the region overall. However, the rule would need to be applied to the extent practicable.

In Greater Wellington's case, two representatives in the Wairarapa cause other constituencies to fall outside of the population formula. Adjusting the numbers of councillors and constituency boundaries to fit the formula for those constituencies would not make sense in terms of effective representation of communities of interest.

All options are based on identified communities of interest. **Attachment 4** contains maps which relate to the region's communities of interest.

4.2 Assessing the options

When deciding which option to recommend to the Council the Subcommittee considered the following matters in terms of how well they met the requirements of the LEA 2001:

- More or fewer councillors?
- Larger constituencies or smaller constituencies?
- Communities of interest and constituencies based on territorial authority areas or regional council functions?
- Kapiti and Porirua as two constituencies or joined together to form one large constituency?
- Upper Hutt and Lower Hutt as two constituencies or joined together to form one large constituencies?
- One or two elected members in the Wairarapa constituency?

4.2.1 More or fewer councillors?

Options 1 and 2 provide for 13 councillors, while options 3 and 4 provide for 10 councillors. This would result in 14 or 11 councillors respectively if there were two councillors in the Wairarapa constituency.

The LGA 2002 places considerable emphasis on the ability of councils to reflect community diversity in their decision-making. The Subcommittee considered whether or not the number of councillors would compromise how aware or sympathetic the Council is to different concerns or minority views.

The Wellington region has a diverse community, comprising a mix of rural coastal and city elements which, while definitely stronger in some areas, are spread throughout the entire region. This leads to a diversity of needs and views which all need to be represented.

While there is a strong rural component in the Wairarapa and Upper Hutt, there are also elements of rural life in western Wellington (towards Makara and Owhiro Valley) and on the Kapiti Coast (Reikorangi and Maungatuk) and Porirua (Pauatahanui). There is a string of coastal communities on the Kapiti Coast, but also in Porirua (Paremata, Plimmerton, Pukerua Bay and Titahi Bay) and the Wairarapa (Riversdale, Castle Point and Ngawi). Urban life is not just focussed on Porirua and Wellington, Upper Hutt and Lower Hutt cities. It is also building in other areas of the region such as Kapiti. In all areas, including the key cities, Wellington, Masterton, Upper Hutt, Lower Hutt and Porirua, there is a wide range of socio-economic and demographic factors.

Unfortunately there is no concrete evidence on whether or not a greater number of councillors is more likely to better represent the diversity of opinion across the region, or whether or not the difference between 10 and 14

representatives is enough to make a difference to the level of effective representation.

Common-sense would say that more councillors equal more effective representation. With more councillors there is more chance of there being a diversity of views. More councillors also reduce councillors' workload, enabling them to meet and hear community views more often and from a wider variety of groups or individuals. How reflective those views are of the region's communities, however, will be largely dependent on individual councillors' availability and their level of input.

4.2.2 Larger or smaller constituencies?

There is not a wide variety of choice in terms of larger or smaller constituencies i.e. either four larger constituencies (options 1 and 3) or five constituencies (options 2 and 4). This is because none of the representation scenarios with six or more constituencies complied with the requirements of the LEA 2001.

Proponents of smaller constituencies for regional councils say that a local representative makes sure local issues are heard in the bigger, region-wide context. However, those who support regional councils having bigger constituencies state that it aligns with councillors' focus on the regional perspective and will help people move away from the idea that local regional councillors are the spokesperson for the territorial authority area with which their constituency is aligned.

It was noted that larger constituencies could result in an increase in the number of councillors that electors can vote for. This is the case when comparing option 4 (five constituencies with one representative in the Kapiti constituency and one representative in the Porirua constituency) against option 1 or 2 (which have one large Porirua-Kapiti constituency which has three representatives). However, under option 3 there would only be two representatives for the Porirua-Kapiti constituency.

A mayor of one of the region's territorial authorities said that there was a willingness to work with representatives from a larger constituency that went beyond the boundaries of a single territorial authority.

4.2.3 Boundaries based on territorial authority areas

The Subcommittee examined the possibility of defining communities of interest according to regional council functions, such as water catchments and air sheds. Members concluded, however, that defining communities of interest and constituency boundaries by regional council functions was not appropriate because:

- most regional council functions, such as water catchments, air sheds or pest management areas are not aligned and/or only cover part of region. Therefore only one Council function could be used to determine communities of interest. It could also lead to separating

people that are in very close in proximity and who would consider themselves to be part of the same community of interest in other respects.

- it would require using meshblocks, instead of territorial authority and ward boundaries. According to legislation, where practicable, the boundaries of a regional council's constituencies should be aligned with one or more territorial authority boundaries or ward boundaries.
- the importance of territorial authority areas in providing a sense of community. Who picks up one's rubbish and recycling, provides sewerage facilities and provides building consents is a big part of identifying where one's community of interest is.

All of the options in this paper are based on territorial authority areas or unifying territorial authority areas.

4.2.4 Kapiti and Porirua

Some argue that Kapiti and Porirua are distinct communities of interest. One person providing preliminary feedback to the Subcommittee stated that "Kapiti is a string of towns on the outskirts of the region with different characteristics and needs from city dwellers".

Others say that Kapiti and Porirua have a lot in common, especially in a regional council context, and that joining them together in one large constituency would not destroy those communities of interest. Kapiti and Porirua follow along the same stretch of coastline and, like Kapiti, Porirua also has a number of seaside communities, such as Pukerua Bay, Plimmerton, Paremata and Titahi Bay. They are also joined by key roads and public transport lines.

4.2.5 Upper Hutt and Lower Hutt

While Upper Hutt and Lower Hutt are different in social aspects, they are connected in a number of ways that are relevant to the functions of the regional council, such as flood management and public transport.

No concerns were raised about the two areas being joined together at a meeting held with Subcommittee members and key territorial authorities on 2 May 2006.

4.2.6 Wairarapa

The Subcommittee considers that there needs to be two councillors in the Wairarapa constituency in order to provide for the effective representation of communities of interest.

The Wairarapa constituency is a distinct community of interest. It is a large land area (74% of the region) that is separated from the rest of the region by the Rimutaka Ranges and, in comparison to the rest of the region, it has a strong rural focus.

One representative in the Wairarapa could make it difficult for that member to have a strong link with their constituents and effectively represent their views. Elected members in the Wairarapa attend formally constituted meetings for river and catchment schemes (about 17 schemes). There can be up to 100 meetings annually. Wairarapa members also represent a diverse community that is relatively sparsely populated. Members often get requests to meet with individual farm owners and the large number of meetings and long travel times could significantly limit the access the population has to an elected member and vice-versa if there was only one member.

Carterton District Council, Griff Page, Chief Executive of South Wairarapa District Council, the Pauatahanui Residents' Association and Claire Bibby have all formally and specifically noted their support for two representatives in the Wairarapa.

4.2.7 Other

When making a decision on the recommended proposal, the Subcommittee also considered the following points:

- Option 1 and 2 are slightly over-represented in the Kapiti-Porirua by 8.3%. This may be helpful in the future as it will help to cater for the population growth that is predicted for the Kapiti Coast and reduce the likelihood that the constituency boundaries would have to change in the near future.
- In option 1 the number of representatives in each constituency is very even. This could in turn help ensure balanced, region-wide decision-making, as there would not be the opportunity for the members of one constituency to vote one way and sway a decision of Council.

4.3 Recommended option

The Subcommittee recommends the Council proposes option 1, with an additional councillor in the Wairarapa constituency, for the following reasons:

- Representation is more effective with a greater number of councillors. It is more likely to result in a diversity of councillors who can represent the range of views within the region.
- More councillors will also reduce councillors' workload, enabling them to meet and hear community views more often and from a wider variety of groups or individuals.
- Larger constituencies align with councillors' focus on the regional perspective and will help people move away from the idea that local regional councillors are the spokespeople for the territorial authority area with which their constituency is aligned.
- Larger constituencies result in an increase in the number of councillors that electors can vote for.

- Joining Kapiti and Porirua together, and Lower Hutt and Upper Hutt together does not destroy those communities of interest. Each area has a lot in common, especially in a regional council context, such as major roads, public transport, flood protection and natural features such as the coastline.
- Basing constituencies on territorial authority areas or unified territorial authority areas recognises the importance of territorial authority areas in providing a sense of community. Who picks up one's rubbish and recycling, provides sewerage facilities and provides building consents is a big part of identifying where one's community of interest lies.
- Option 1 is over-represented by 8.3% in the Kapiti-Porirua. This may be helpful in the future as it will help to cater for the population growth that is predicted for the Kapiti Coast and reduce the likelihood that the constituency boundaries would have to change in the near future.
- The number of representatives in each constituency is relatively even. This could in turn help ensure balanced, region-wide decision-making, as there would not be the opportunity for the members of one constituency to vote one way and sway a decision of Council.
- The Wairarapa requires two councillors to ensure the effective representation of communities of interest. It is a distinct community of interest with a large land area, diversity of views and high number of meetings because of the river and catchment schemes.

4.4 Constituency names

Where the current Kapiti and Porirua constituencies are joined together the Subcommittee recommends that the constituency be called the Kapiti-Mana constituency. Where the current Lower Hutt and Upper Hutt constituencies are unified the Subcommittee recommends it be called the Hutt Valley constituency. It is suggested that all other constituency names remain as they are.

5. Communication

Once the proposal is approved by the Council, a public notice will be placed in the main newspapers to advise members of the public of the proposed representation arrangements and tell them how they can make submissions on the proposal. This is a requirement of the LEA 2001.

In August 2006 the Subcommittee will hear and consider all submissions that are received from members of the public on the proposed representation arrangements. The Subcommittee will then make recommendations to the Policy, Finance and Strategy Committee on what, if any, amendments should be made to the Council's proposed representation arrangements.

6. Recommendations

That the Committee:

1. *Receives the report.*
2. *Notes the content of the report.*
3. *Recommends that the Council proposes the following representation arrangements for the Wellington Regional Council:*

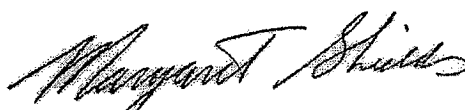
<i>Constituency name</i>	<i>Constituency boundary</i>	<i>Number of members</i>
<i>Wellington Constituency</i>	<i>Remains unchanged. Based on the current boundary of the Wellington City Council</i>	<i>5</i>
<i>Hutt Valley Constituency</i>	<i>Based on joining the current boundaries of the Hutt City Council and Upper Hutt City Council</i>	<i>4</i>
<i>Kapiti-Mana Constituency</i>	<i>Based on joining the current boundaries of the Kapiti Coast District Council and Porirua City Council</i>	<i>3</i>
<i>Wairarapa Constituency</i>	<i>Remains unchanged. Based on joining the current boundaries of South Wairarapa District Council, Carterton District Council and Masterton District Council, and the area of the Tararua District Council that is just South of the Owahanga River catchment</i>	<i>2</i>

Report prepared by:



Amy Norrish
Section Leader - Council Secretariat

Report approved by:



Margaret Shields
Chairperson, Representation Review Subcommittee

Attachment 1: Description of legal requirements under the LEA 2001

Attachment 2: Maps of the four key options

Attachment 3: GWRC's current representation arrangements

Attachment 4: Communities of interest maps

Key requirements of the Local Electoral Act 2001

The Council's representation review is governed by the Local Electoral Act 2001, in particular sections 19A to 19Y.

The Act states that the Council must not have less than 6 nor more than 14 councillors in total. It also says that the Council must ensure that its representation arrangements are "fair" and "effective" (section 19V and 19U respectively).

Fair representation (section 19V)

Fair representation is based on the population per councillor. The ratio of population per member for each proposed constituency must fall within +/- 10% of the average population per member for the Council as a whole.

The Council can depart from the population formula only where it is necessary to do so to meet the requirement for the effective representation of communities of interest.

Any proposal that falls outside of the population formula will be decided upon by the Local Government Commission.

If a specific community of interest (or grouping of communities of interest) is considered to be more effectively represented without complying with the +/- 10% rule then compliance with the rule may be relaxed for the balance of the region, particularly if continuing to apply the rule would create impediments to effective representation for the region overall. However, the rule would need to be applied to the extent practicable.

Effective representation (section 19U)

The Council must ensure that the number and boundaries of constituencies provide for effective representation of communities of interest within the region.

The following points could constitute effective representation:

- A community of interest should not be split
- Two or more communities of interest that share few commonalities of interest should not be grouped together
- The accessibility, size and configuration of an area should enable individual councillors to:
 - have reasonable access to its elected members and vice versa
 - represent the variety of views of the people in their constituency
 - be able to attend public meetings, have face to face meetings with the people in their constituency.

For example, large distances, especially where communities of interest are large and sparsely populated, could make it difficult for elected members to have a strong link with their constituents and promote democratic participation.

Community of interest (section 19U)

Community of interest is not defined by legislation. A community of interest is generally described as the area to which a group of people have a sense of belonging and to which they look for social, service and economic support. The people who live in the area may have certain characteristics in common. They may, for example, share:

- facilities (schools, business areas and recreational centres)
- physical and topographical features (coastline, mountain range, water catchment)
- transport and communication links.

For a regional council, communities of interest could be determined by regional council functions, including:

- Water catchments
- Pest management schemes
- Air sheds.

Constituency boundaries (19U)

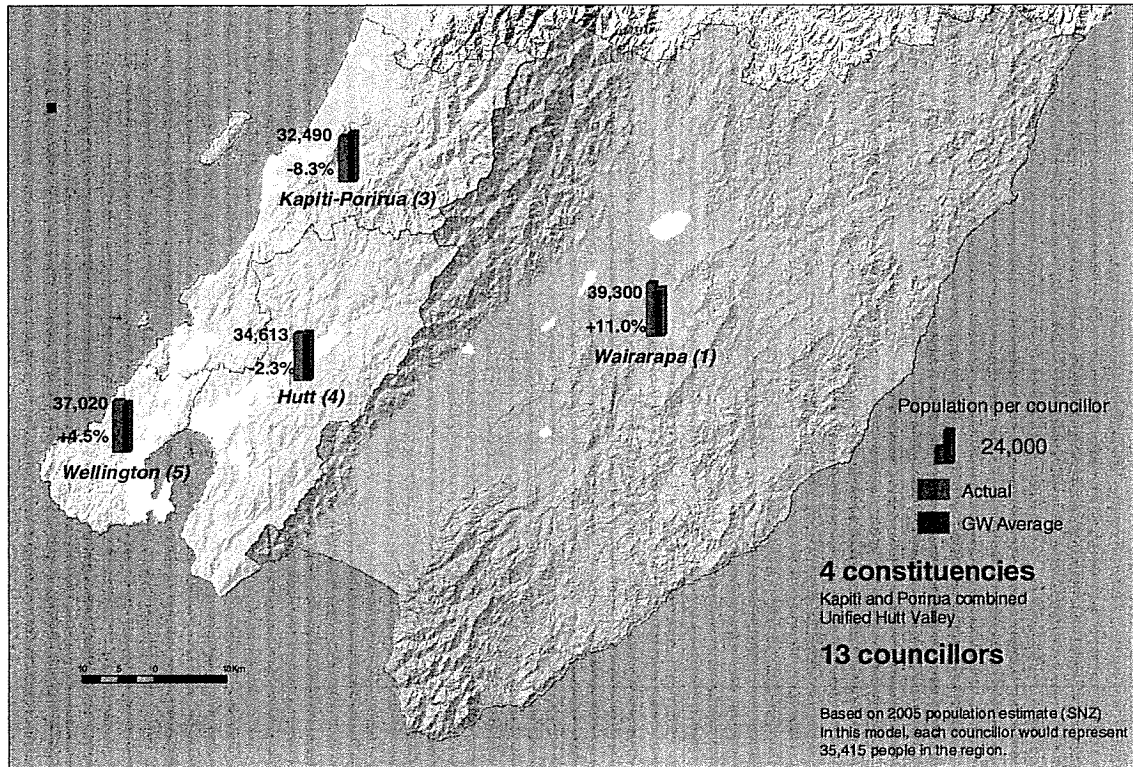
- Constituency boundaries must coincide with current meshblock areas.
- Constituency boundaries, as far as practicable, must coincide with the boundaries of one or more Territorial Authorities or boundaries of wards.

As noted above, so far as is practicable, constituency boundaries must coincide with the boundaries of one or more TA districts or the boundaries of wards. It may not be practicable to do this because the boundaries of TAs may not necessarily reflect communities of interest from a regional perspective, nor might they enable the council to achieve fair representation.

Key representation options

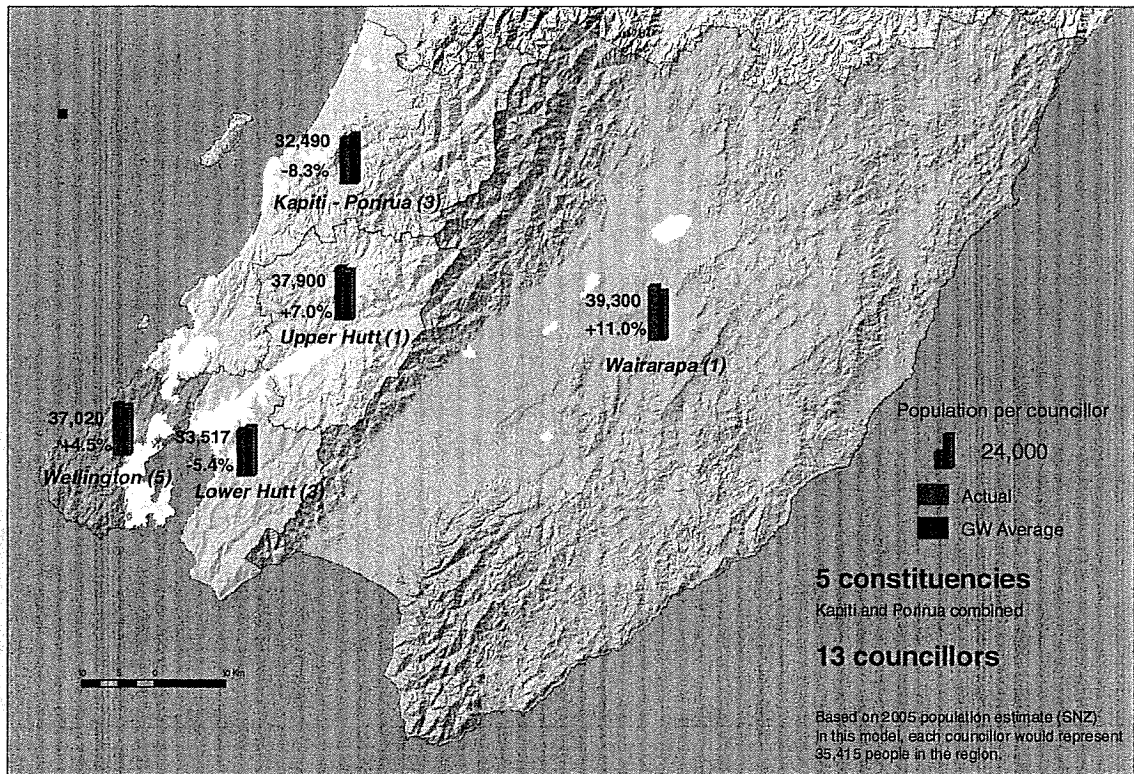
Option 1 – 4 constituencies and 13 councillors

The current Kapiti and Porirua constituencies are joined together to make one constituency with three members. The Lower Hutt and Upper Hutt constituencies are combined to make one constituency with four members. The Wellington and Wairarapa constituencies remain as they are currently, with five members and one member respectively.



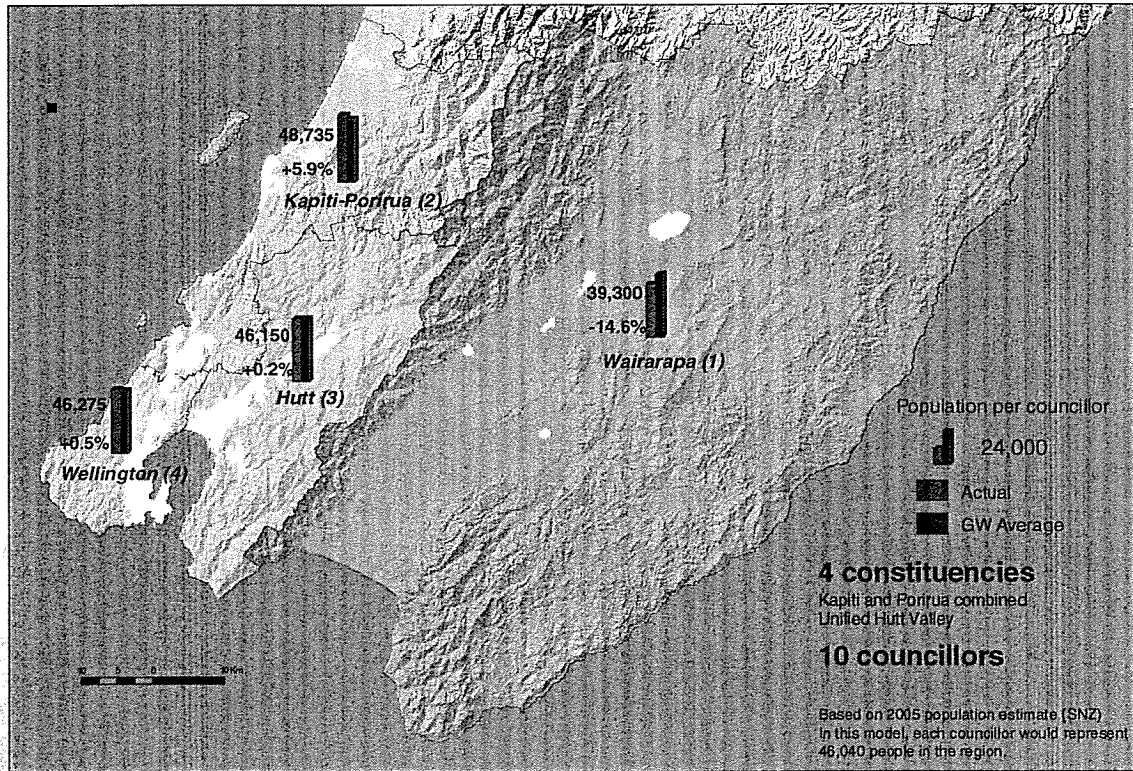
Option 2 – 5 constituencies and 13 councillors

This option has one large constituency, which joins Porirua and Kapiti together, and has three members. All other constituencies and number of members are the same as they currently, except there is only one member in the Wairarapa constituency.



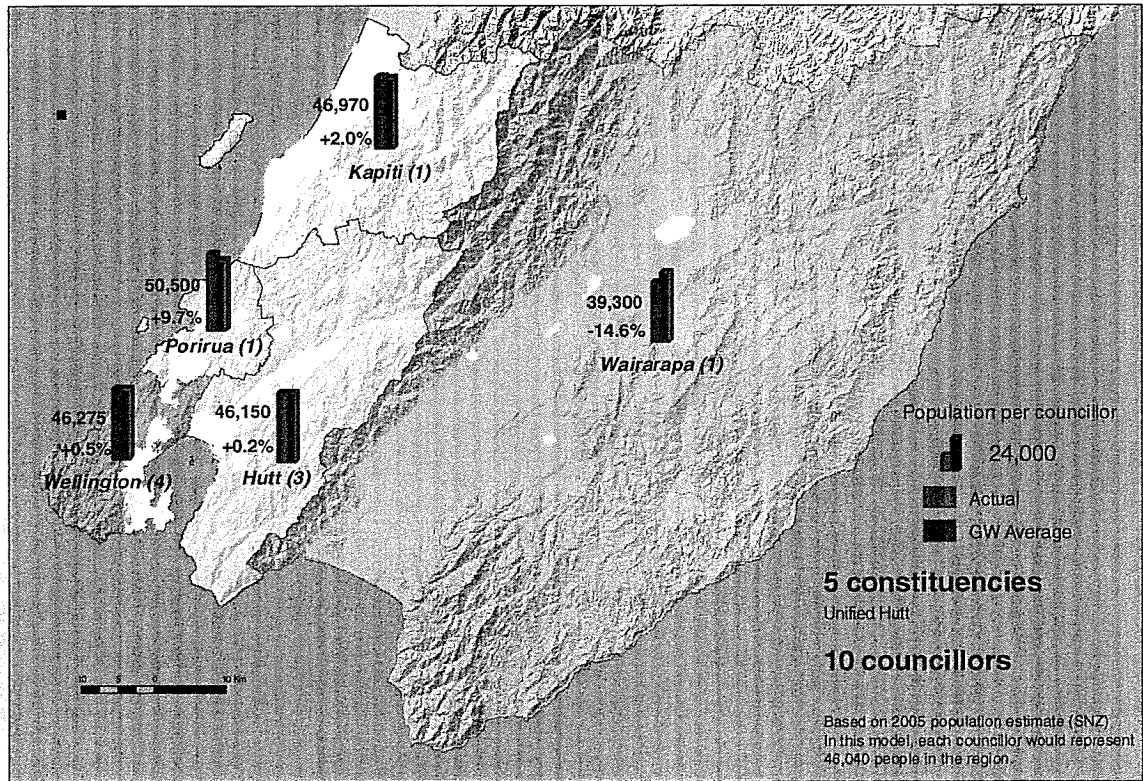
Option 3

This option has the same constituencies as above, but with two members in the Kapiti-Porirua constituency, three members in the Hutt Valley constituency and four members in the Wellington constituency. The Wairarapa constituency has one member.

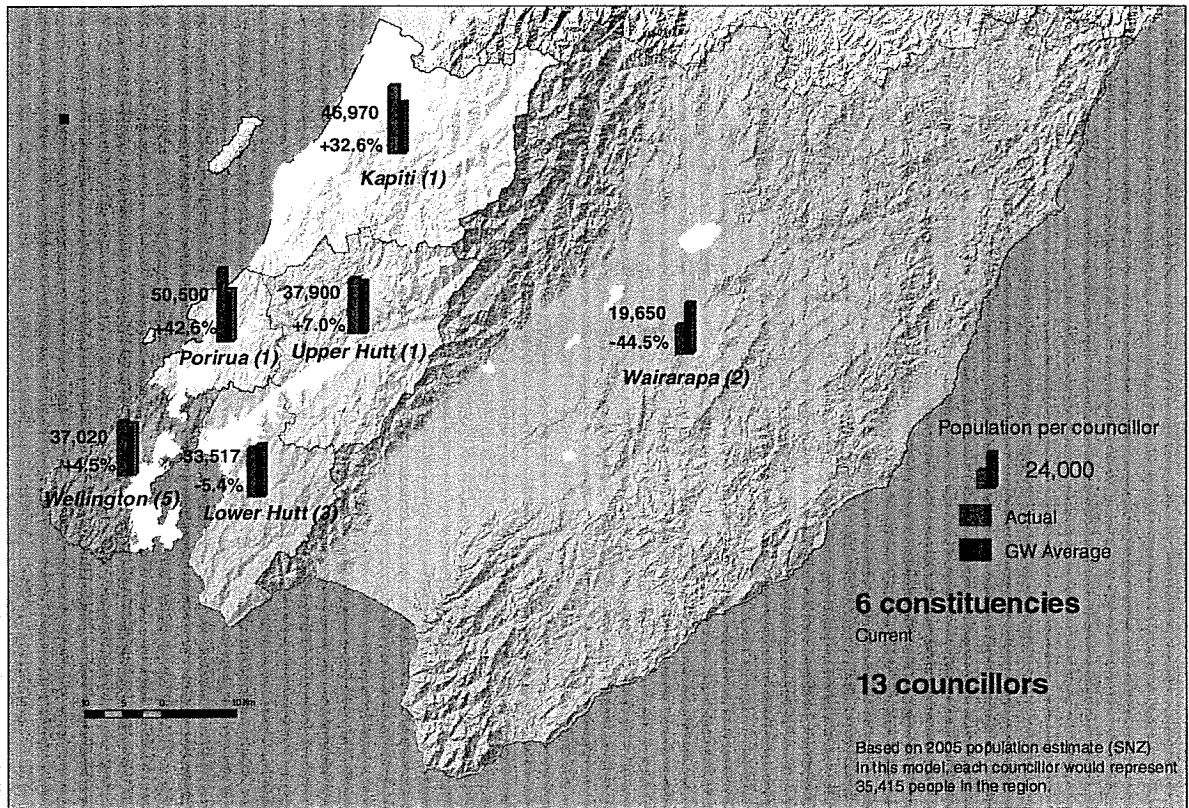


Option 4

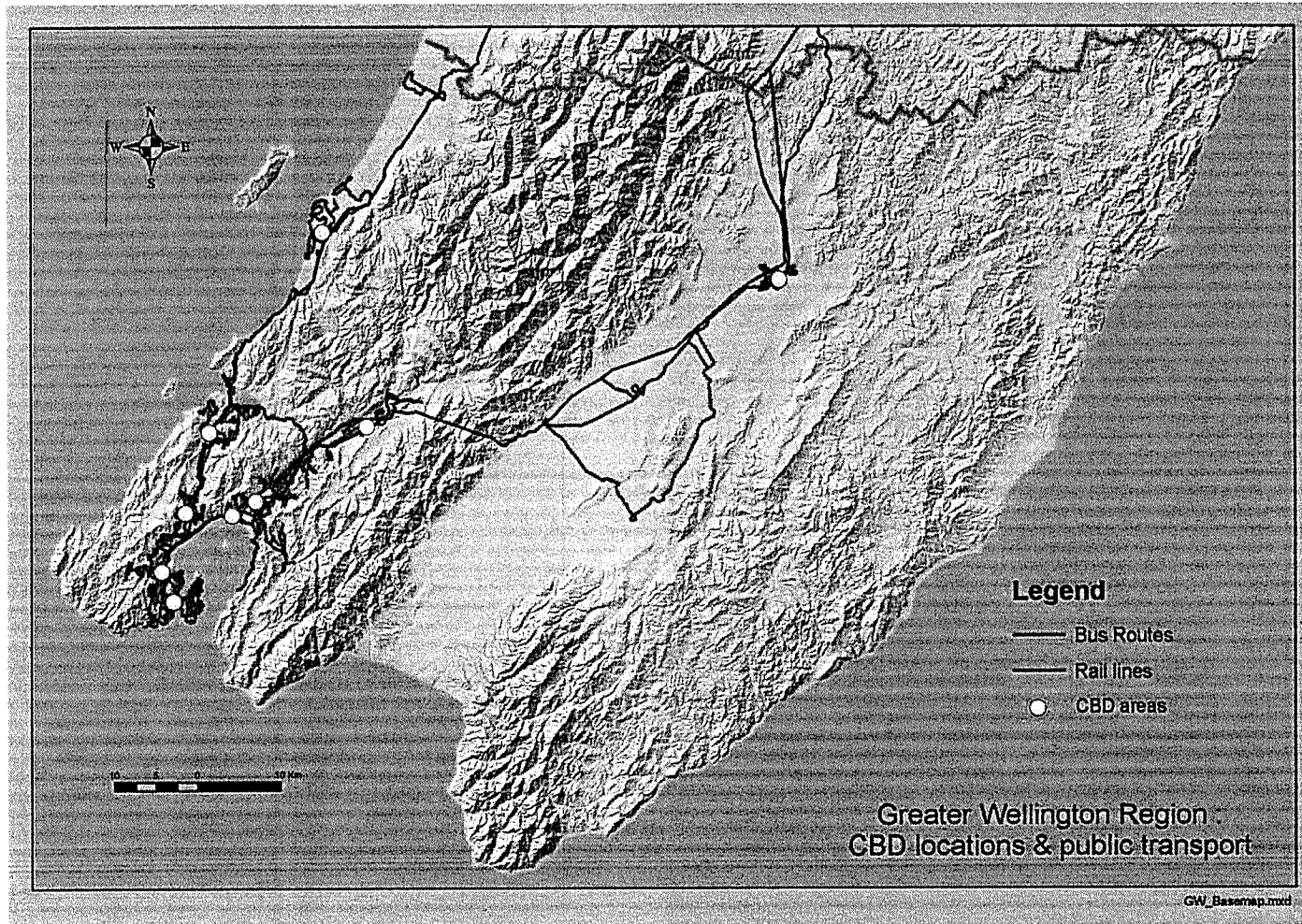
This option has one large constituency which joins Lower Hutt and Upper Hutt together and has three members. All other constituencies and number of members are the same as they currently, except there is one member in the Wairarapa constituency.

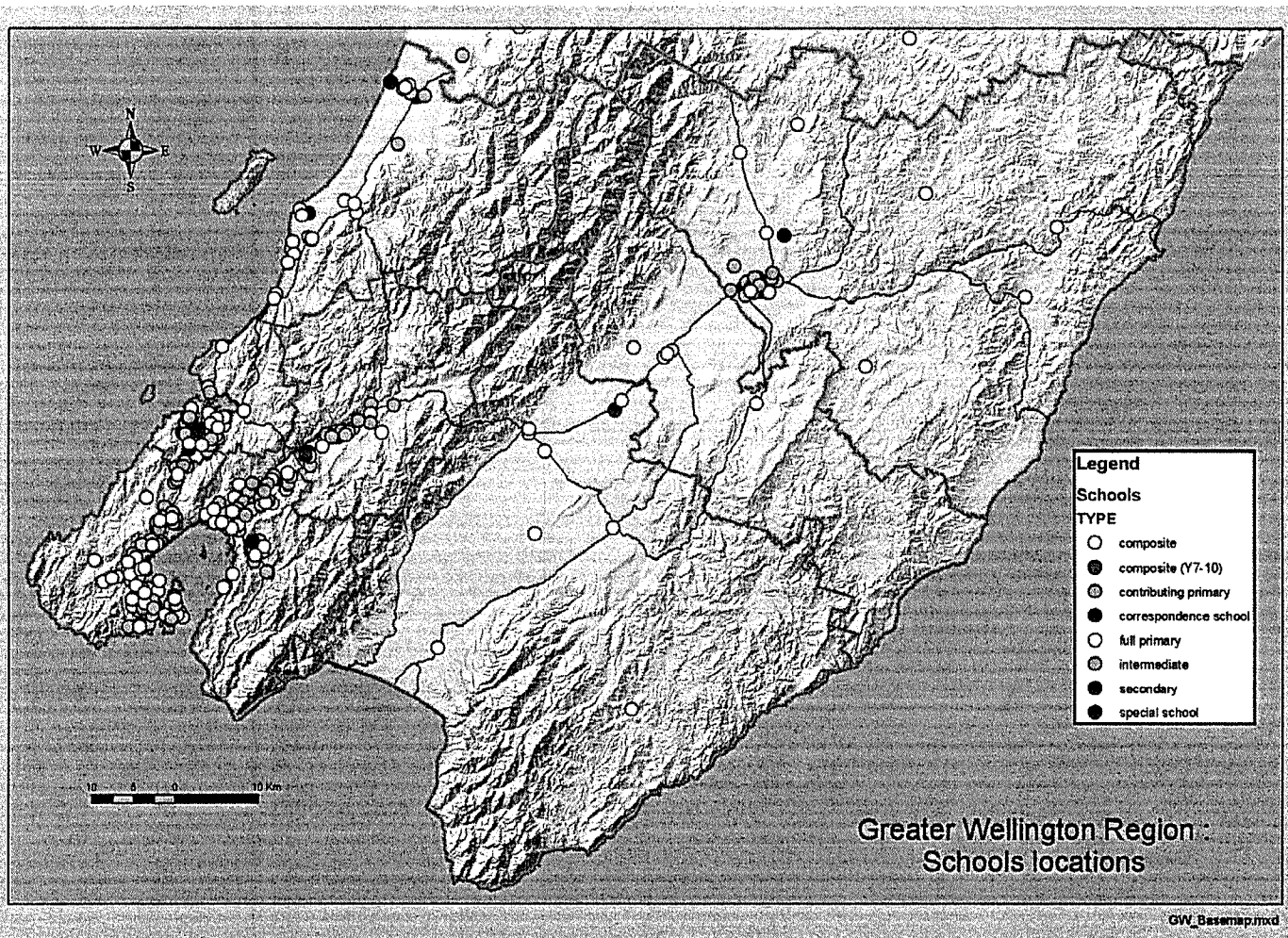


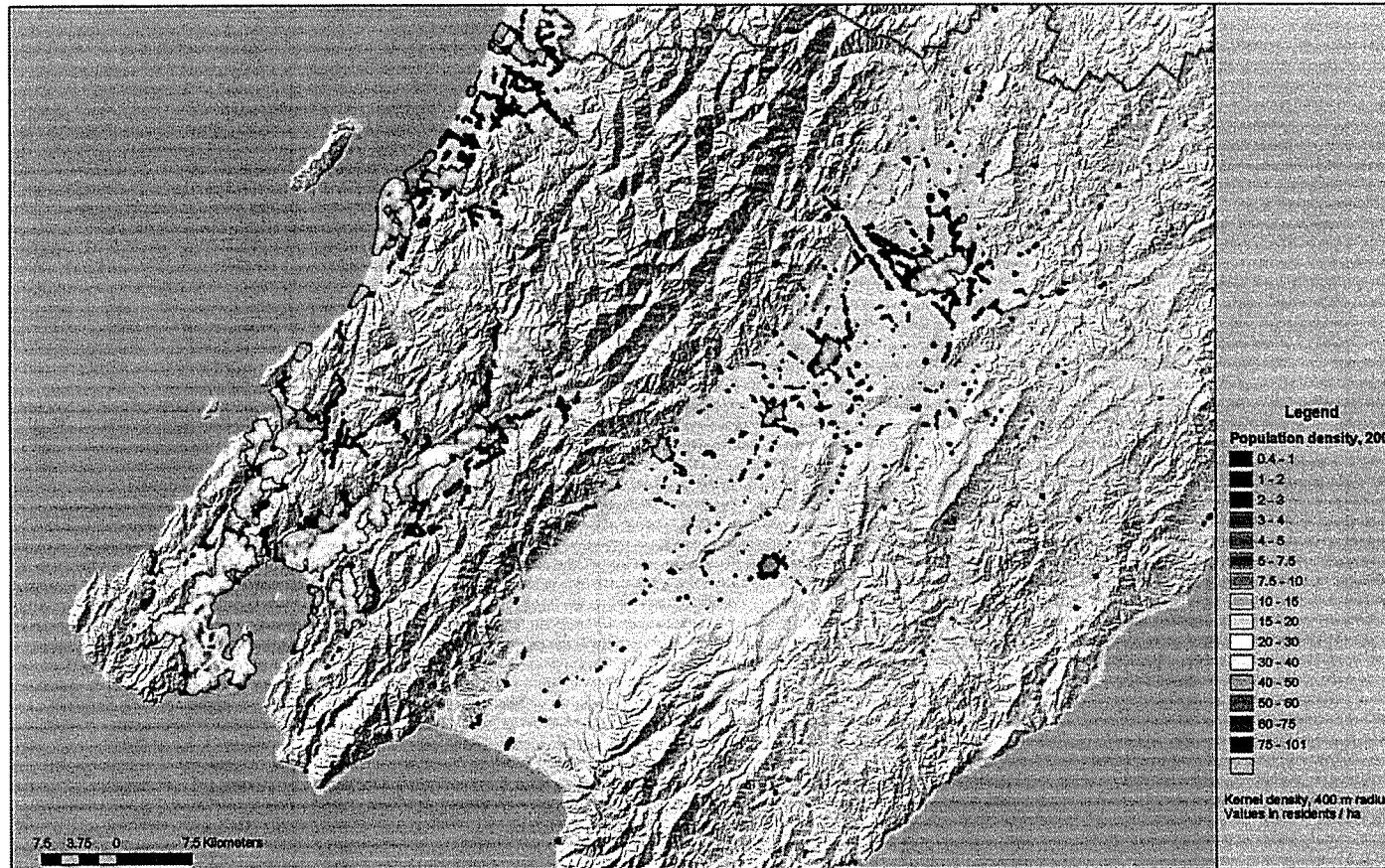
GWRC's current representation arrangements

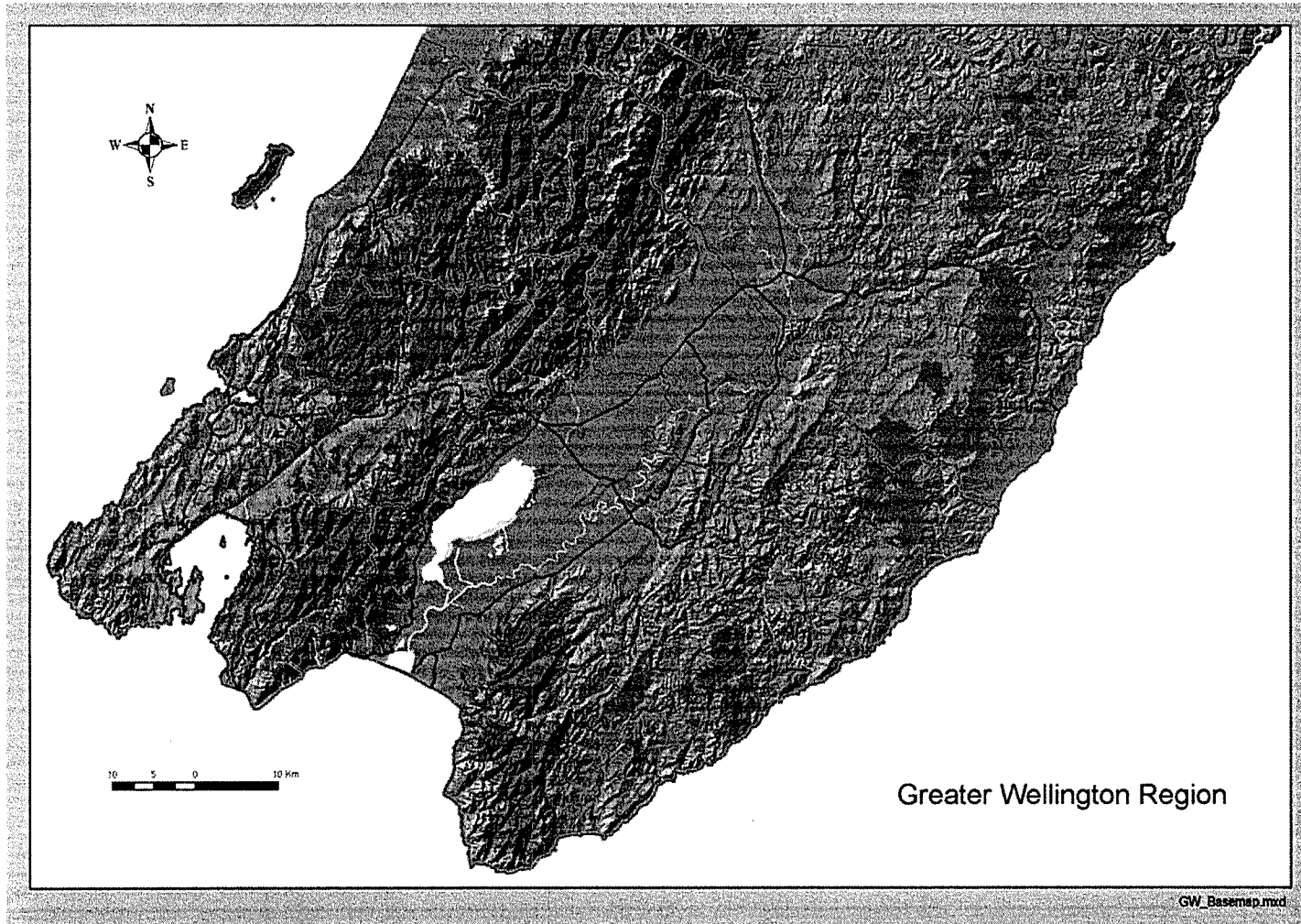


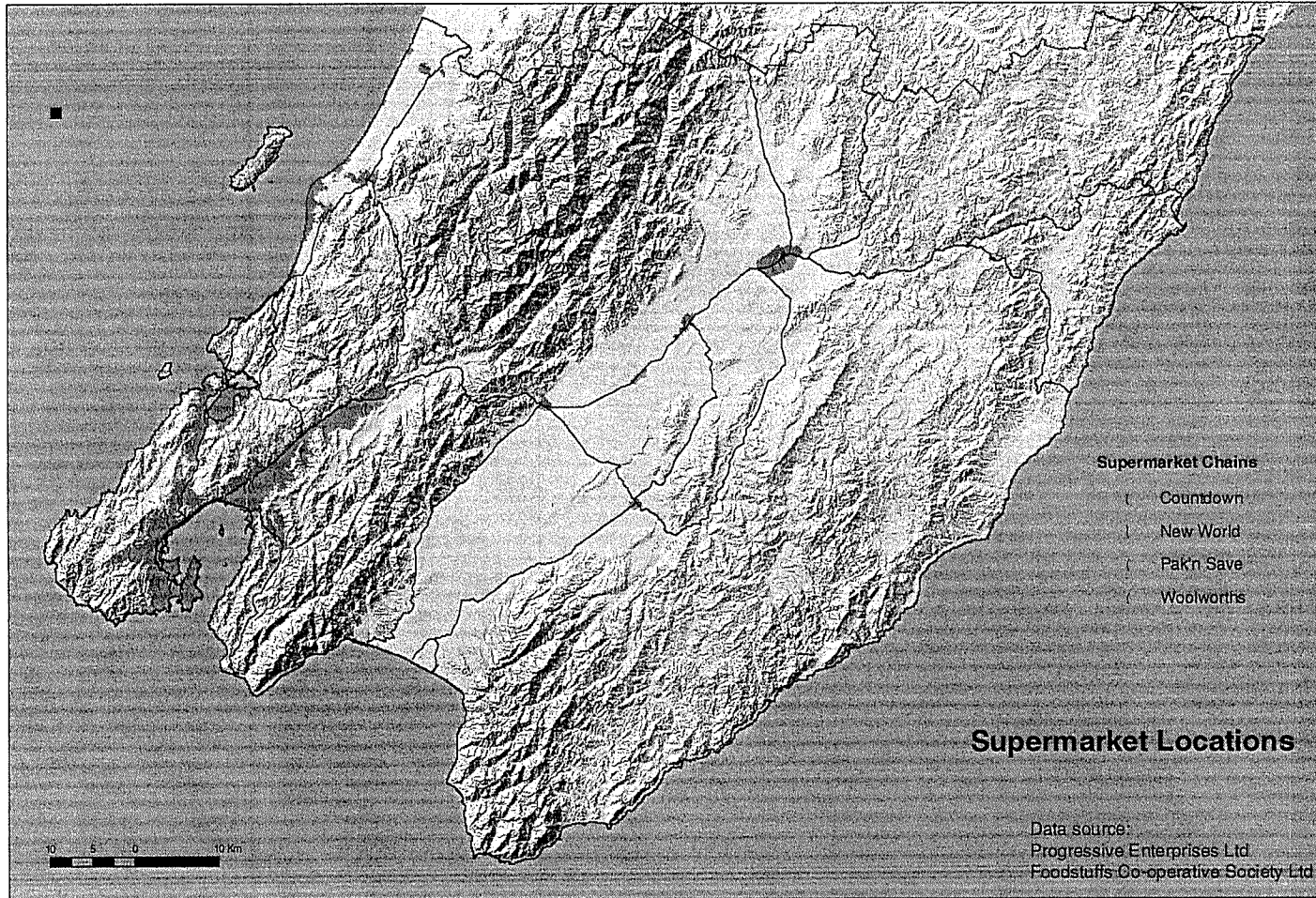
Communities of interest maps

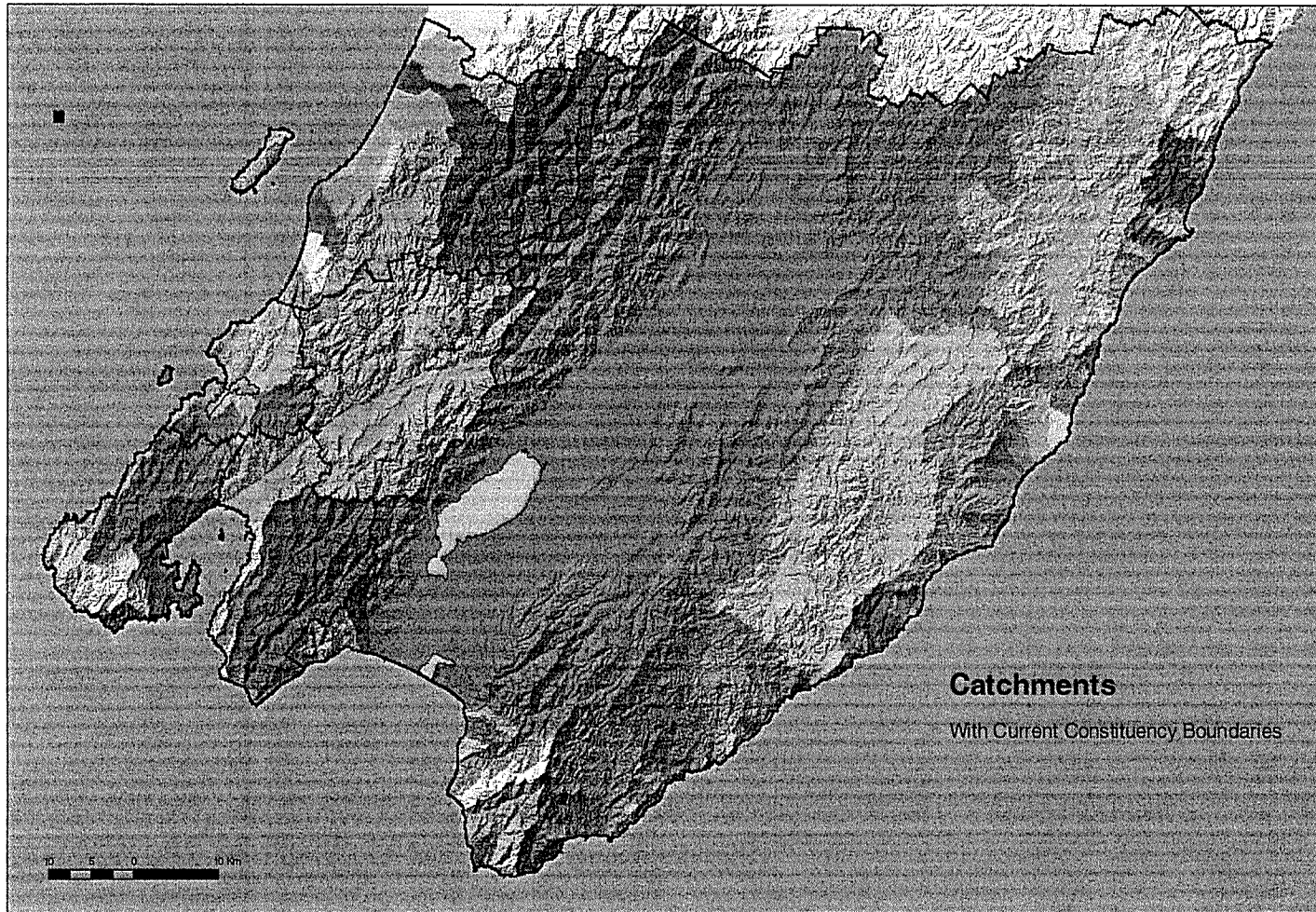


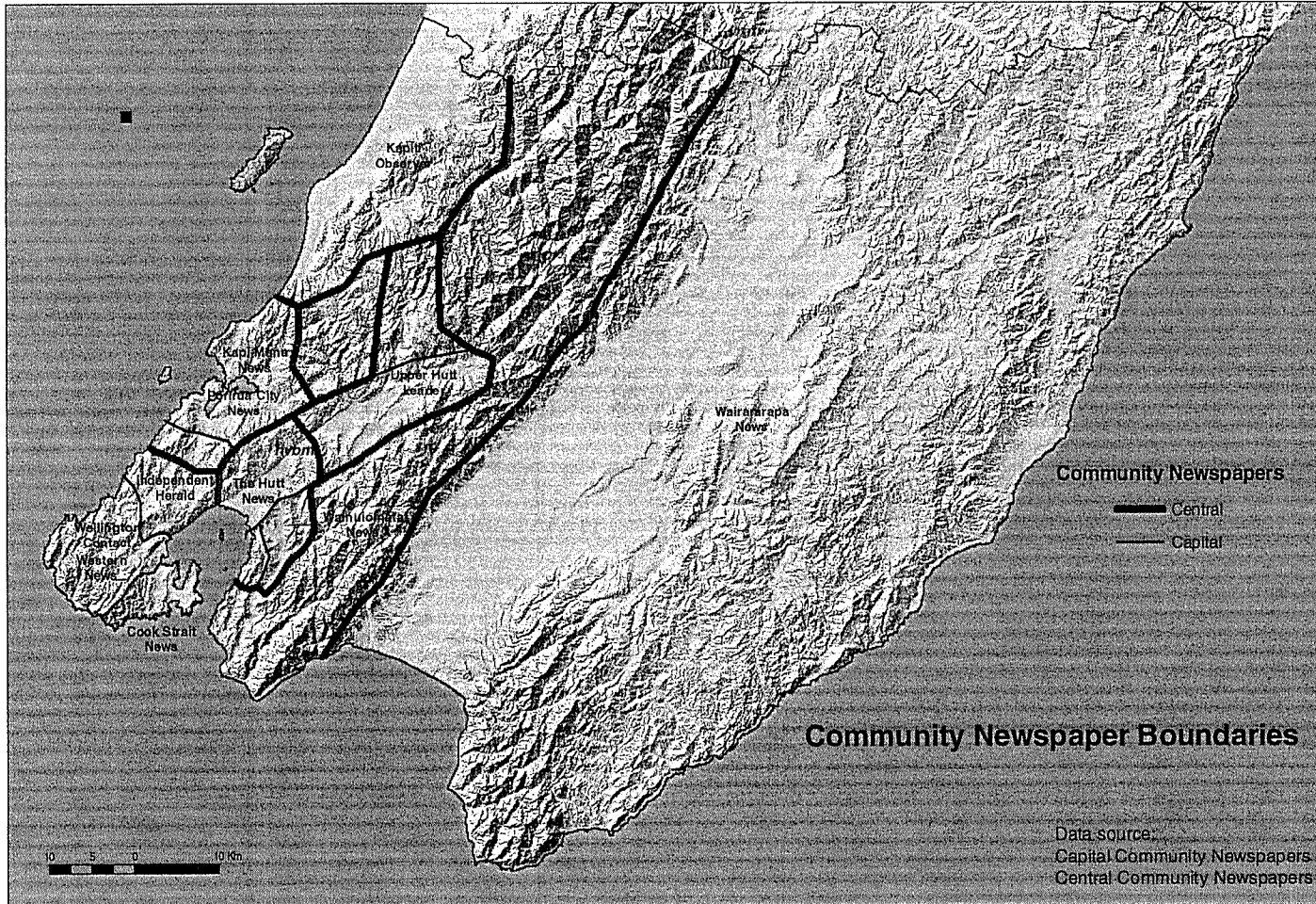


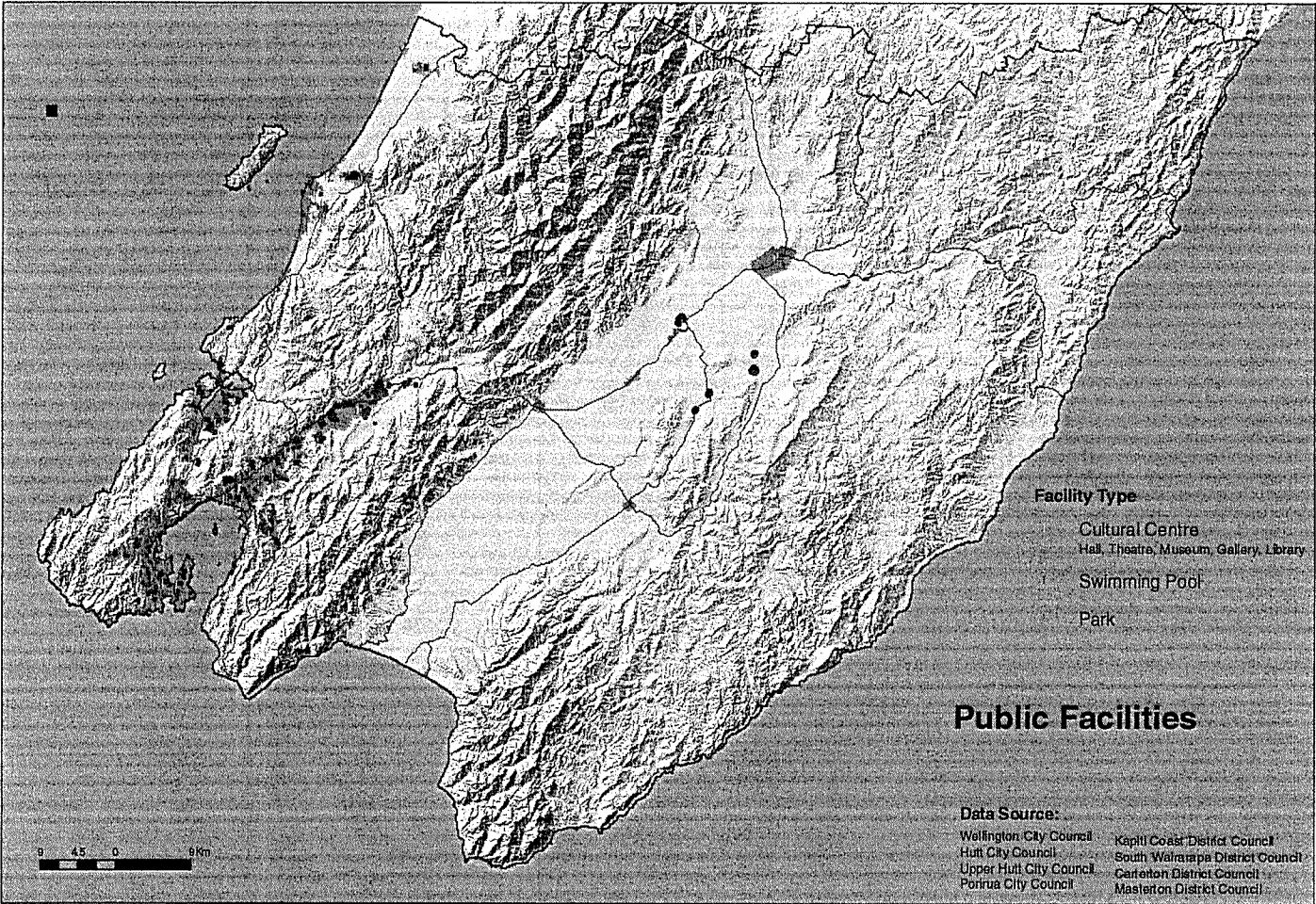


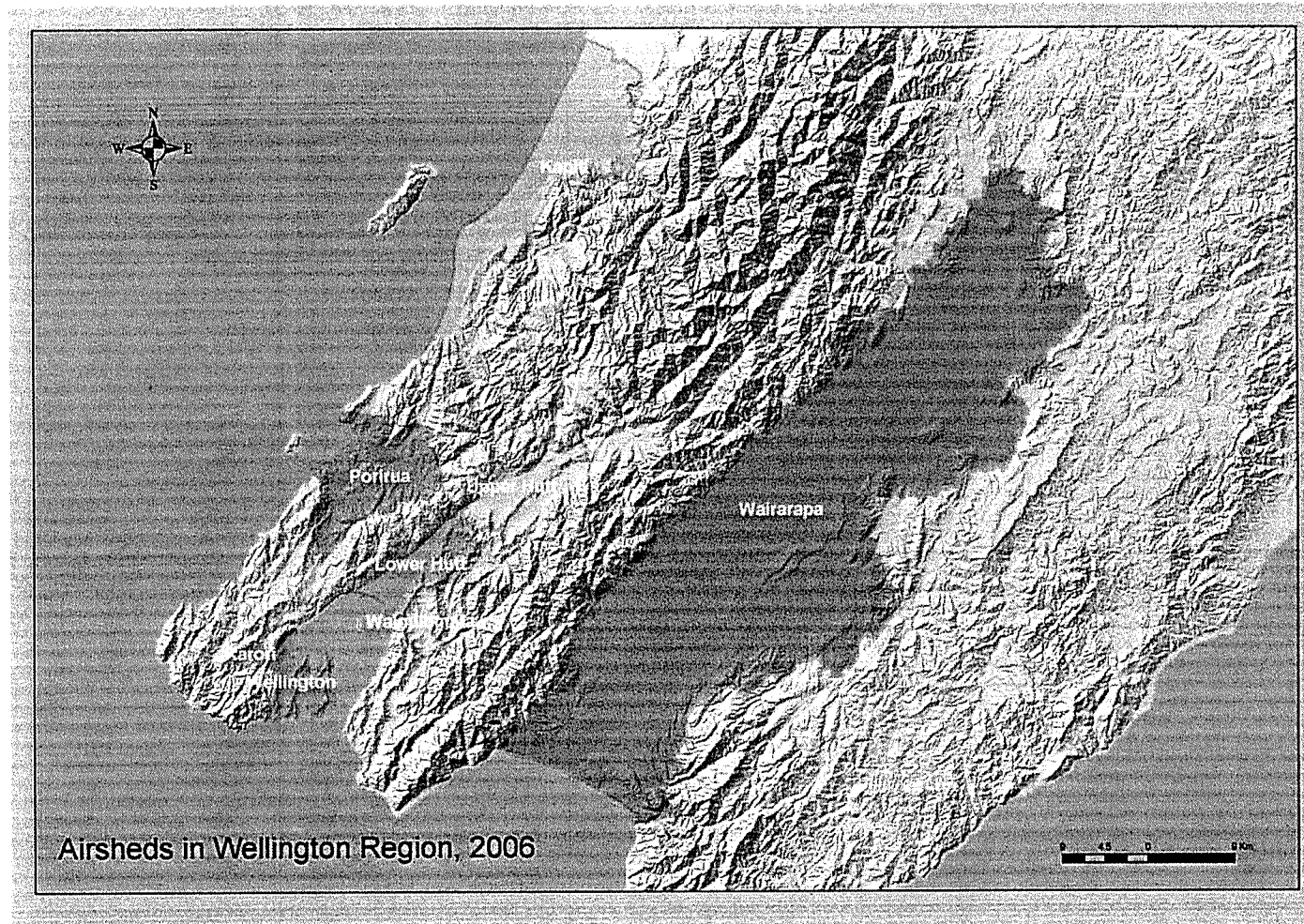












Airsheds in Wellington Region, 2006

**Resolutions made under 19N(1)(a) of the
Local Electoral Act 2001**

File: E/01/04/01

Report 06.446

Policy, Finance and Strategy Committee

Minute extract from meeting held on 12 September 2006

Final representation proposal

Resolved		(Cr Shields /Cr Glensor)
That the Committee recommends that Council:		
1. Receives the report.		
2. Notes the content of the report.		
3. Recommends that Council chooses the following representation arrangements as the Wellington Regional Council's final representation proposal:		
<i>Wellington Constituency</i>	<i>Based on the current boundary of the Wellington City Council</i>	<i>5 elected members</i>
<i>Upper Hutt constituency</i>	<i>Based on the current boundary of the Upper Hutt City Council</i>	<i>1 elected member</i>
<i>Lower Hutt constituency</i>	<i>Based on the current boundary of the Hutt City Council</i>	<i>3 elected members</i>
<i>Porirua and Kapiti constituency</i>	<i>Based on joining the current boundaries of the Kapiti Coast District Council and Porirua City Council</i>	<i>3 elected members</i>
<i>Wairarapa constituency</i>	<i>Based on joining the current boundaries of South Wairarapa District Council, Carterton</i>	<i>2 elected members</i>

*District Council and
Masterton District Council,
and the area of the Tararua
catchment that is just south of
the Owhanga River
catchment.*

4. *Recommends that the Council chooses the final proposal in 3 above for the following reasons:*
- a) *The Wairarapa is a distinct community of interest, and two elected members will ensure effective representation of the Wairarapa community. The Wairarapa comprises a large land area (74% of the region) that is sparsely populated, which makes it logistically more time-consuming for elected members to engage with their constituents.*
- It is important that elected members are able to have a close relationship with constituents, given the kind of activities the Council carries out in the the Wairarapa, such as flood protection, biosecurity (1080), and soil conservation (planting and land retirement) which directly impact on many individual landowners to a great extent. The numerous river and catchment scheme meetings are the point at which elected members can engage face-to-face with the people that are being rated.*
- b) *A proposal that is based on 13 elected members, plus an additional member in the Wairarapa constituency (14 elected members in total), ensures that there is relative homogeneity in terms of the people per elected members across the whole region.*
- A proposal that comprises ten members, plus an additional member in the Wairarapa constituency (11 elected members in total), would result in significant differences in the number of people per elected member across parts of the region.*
- c) *While the Council contends that the different needs of separate communities of interest could be represented in the regional context by members elected from the merged Hutt Valley constituency, it acknowledges that this would largely depend on the individuals who were elected, e.g. how dedicated they are, how much effort and time they put in to representing the views of those across the entire constituency and how open they are to others' views.*
- A strong case was made by submitters that separate communities of interest would be best served by a separate constituency, as this would guarantee at least one representative is elected from their area.*
- d) *While the Council had identified many aspects that align Kapiti and Porirua in a regional council context when it decided on its initial proposal, submitters feel strongly that there are numerous differences which make Kapiti and Porirua separate communities of interest, including:*
- Kapiti and Porirua have different interests and focuses on key issues of concern to Greater Wellington, i.e. harbour management, water supply, separate water catchments, flood protection, environmental concerns, river and wetland management and transport.*

Kapiti and Porirua are differently affected by flooding and sea level rise. Kapiti suffers from inadequate rail infrastructure, poor internal connectivity, and lack of rail passenger services up north.

- *Kapiti and Porirua are geographically separated between Pukerua Bay and Paekakariki. There will never be adjacent housing. The Transmission Gully road will result in further separation.*
 - *Kapiti sees its closest kinship with Horowhenua, not Porirua. Porirua links with Tawa, Wellington, and the Hutt Valley.*
 - *Porirua is city focused, while Kapiti is more coastal and rural.*
 - *Kapiti has a larger older population, and Porirua has a higher number of Māori and Pacific Island people. This results in different social and cultural issues.*
- e) *While the Council generally agrees with submitters' comments on separate constituencies for Kapiti and Porirua, after exploring all the possible representation options, the Council has concluded that no representation option can accommodate having separate Kapiti and Porirua constituencies if the Council is to make every effort to comply with the requirements set out in the Act and provide for the effective representation of the Wairarapa.*
- f) *While the Council had identified many aspects that align Upper Hutt and Lower Hutt in a regional council context when it decided on its initial proposal, submitters feel strongly that there are numerous differences which make Upper Hutt and Lower Hutt separate communities of interest, including:*
- *Upper Hutt has large rural areas and a provincial character.*
 - *Lower Hutt has the sea, and Upper Hutt is inland.*
 - *Upper Hutt people identify with the facilities and services within their community.*
 - *Upper Hutt has significant regional resources, many of which are important for the whole region, e.g. water supply, forestry, regional parks, transport link between Wellington and Wairarapa.*
 - *Lower Hutt and Upper Hutt have different needs and views on key matters of concern, e.g. flood protection and transportation.*
- g) *The Council generally agrees with submitters' comments on separate constituencies for Upper Hutt and Lower Hutt, and notes that this can be achieved without compromising the effective representation of the Wairarapa and the Council's efforts to comply as best it can with the requirements set out in the Act.*
- h) *The constituency name of Porirua and Kapiti would be a more appropriate name for the merged constituency because:*
- *Most people know the area as Porirua, not Mana.*
 - *Porirua should go first as it has the largest population.*

- *The word "and" signifies that there are two communities in the one constituency.*
- 5. *Recommends that Council notes that the above proposal differs from the Council's initial proposal in that it has separate constituencies for Upper Hutt and Lower Hutt, with 1 and 3 elected members respectively, and the constituency name Kapiti-Mana has been changed to Porirua and Kapiti.*
- 6. *Notes that the Council's final proposal will be forwarded to the Local Government Commission for its determination, after appeals and objections have been received have been received from the public.*
- 7. *Confirms whether or not it recommends that the Council also places information on the Council's final representation proposal in the region's community newspapers.*

That recommendation 3 be changed to provide that the Upper Hutt and Lower Hutt Constituencies be combined with a total of four elected members.

The amendment was put to the vote. There being a majority against, the amendment was lost.

Moved as an amendment

(Cr Turver/Cr Aitken)

That Kapiti and Porirua Constituencies remain separate, with one representative each.

The amendment was put to the vote. There being a majority against, the amendment was lost.

A division was called for on the substantive motion. The results of the voting are as follows:

For Crs Buchanan, Glensor, Greig, Kirton, Laidlaw, Long, McDavitt and Shields.

Against: Crs Aitken, Baber, Evans, Turver and Wilde.

There being a majority, the motion was carried.

Report 06.446
Date 1 September 2006
File E/01/04/01

Committee Policy, Finance and Strategy Committee
Author Margaret Shields, Chairperson, Representation Review Subcommittee

Final representation proposal

1. Purpose

The purpose of this paper is to set out:

- the key issues raised by submitters on the Council's initial representation proposal
- the representation options from which the Council can choose its final proposal
- the final representation proposal the Representation Review Subcommittee (the Subcommittee) is recommending to the Council
- the reasons the Subcommittee is recommending that proposal.

2. Significance of the decision

The matters for decision in this report are of significance. The Local Electoral Act 2001 sets out the consultation process that the Council must follow when deciding on its representation arrangements, including public notification of proposals, a formal submissions process and an objection and appeal process.

3. Background

This is the first representation review the Council has conducted under the new Local Electoral Act 2001 (the "Act"). The new Act contains a number of requirements that differ from previous legislation governing local authorities' representation arrangements. The Council's current representation arrangements, which comprise six constituencies and 13 councillors, do not comply with the +/- 10% population formula set out in the new Act (**Attachment 1**). This was the impetus for change from the Council's current arrangements and led to the Council's initial proposal.

On 1 June 2006, the Council decided on its initial representation proposal for public consultation. Greater Wellington received 84 written submissions and

12 oral submissions on the Council's initial proposal. The Subcommittee has now heard and considered these submissions. At its meeting 1 September 2006, the Subcommittee evaluated the Council's representation options in light of submitters' comments and agreed on a recommendation for Council's final representation proposal.

At its meeting on 12 September, the Council needs to decide whether or not to amend its initial proposal, either as recommended by the Subcommittee, or otherwise.

It is important to note that the Local Government Commission will finally determine the Council's representation arrangements. This is because the Council's final representation proposal will not comply with the population formula because of the Wairarapa. This is the case regardless of whether the Council's final proposal provides for one or two elected members in the Wairarapa constituency. The Commission will make its determination after objections and appeals have been received on the Council's final proposal.

4. Comment

4.1 Initial proposal

It is important that the Council is reminded of why it chose its initial proposal, before deciding whether or not to amend the initial proposal. The Council's initial proposal comprises four constituencies and 14 elected members. **Attachment 2** sets out the initial proposal in full.

The Council settled on its initial proposal for the reasons noted in the bullet points below. Some of the reasons are based on conclusions drawn as a result of councillors' experience, rather than a statement of fact. As recognised at the time, and again later in this report, it is difficult to find concrete evidence on the effect of more or fewer councillors on effective representation.

- Representation is more effective with a greater number of councillors. It is more likely to result in a diversity of councillors who can represent the range of views within the region.
- More councillors will also reduce councillors' workload, enabling them to meet and hear community views more often and from a wider variety of groups or individuals.
- Larger constituencies align with councillors' focus on the regional perspective and will help people move away from the idea that local regional councillors are the spokespeople for the territorial authority area with which their constituency is aligned.
- Larger constituencies result in an increase in the number of councillors that electors can vote for.
- Joining Kapiti and Porirua together, and Lower Hutt and Upper Hutt together, does not destroy those communities of interest. Each area has

a lot in common, especially in a regional council context, such as major roads, public transport, flood protection and natural features such as the coastline.

- Basing constituencies on territorial authority areas or unified territorial authority areas recognises the importance of territorial authority areas in providing a sense of community. Who picks up one's rubbish and recycling, provides sewerage facilities and provides building consents is a big part of identifying where one's community of interest lies.
- The proposal provides for 8.3% over-representation in the Kapiti-Mana constituency. This may be helpful in the future as it will help to cater for the population growth that is predicted for the Kapiti Coast and reduce the likelihood that the constituency boundaries would have to change in the near future.
- The number of representatives in each constituency is relatively even. This could help to ensure balanced, region-wide decision-making, as there would not be the opportunity for the members of one constituency to vote one way and sway a decision of Council.
- The Wairarapa requires two councillors to ensure the effective representation of communities of interest. It is a distinct community of interest with a large land area and scattered population with a diversity of views and a high number of meetings because of the river and catchment schemes.

4.2 Amendments to initial proposal must be made in light of submitters' comments

The Council needs to be aware that any amendments made to the Council's initial proposal must be based on the comments made by submitters. Both the Act and the Local Government Commission's guidelines state that a council must be able to demonstrate that:

- it has considered all the submissions it has received on its initial proposal by providing reasons for the acceptance or rejection of submissions, and
- its final proposal is made in light of the submissions it received on its initial proposal.

4.3 Submitters' comments on the initial proposal

In deciding on the final proposal to recommend to Council, the Subcommittee took great care to consider all points raised by submitters. All but three submissions were opposed to the Council's initial proposal. The main themes were:

- Separate constituencies and representation for Kapiti and Porirua

- Separate constituencies and representation for Lower Hutt and Upper Hutt
- One or two representatives for the Wairarapa
- Fewer councillors
- The name of the “Kapiti-Mana” constituency.

Submitters’ comments on each of these points are evaluated in the sub-sections below.

4.3.1 Merging of current constituencies

The majority of submitters were concerned with the merging of Upper Hutt with Lower Hutt, and Kapiti with Porirua. Fifty-one submissions opposed merging Upper Hutt with Lower Hutt to form one large constituency. Eighteen submissions opposed joining Kapiti and Porirua to form one large constituency.

All submitters argued strongly that all four areas were separate communities of interest. While the Council had identified many aspects that align Kapiti and Porirua, and Lower Hutt and Upper Hutt, in a regional council context when deciding on its initial proposal, submitters pointed out numerous differences between the communities (**Attachment 3, pages 2-5**).

Submitters also argued that each community of interest required a guaranteed representative. They reasoned that they needed a representative from their community to ensure that their unique needs would be heard in the regional context, that is, that they got the required attention and action. Many submitters were concerned that the merged constituencies would result in members being elected from only one part of the constituency. They stated that the only way to have guaranteed representation was to have separate constituencies.

In assessing these claims, the Subcommittee posed the following questions:

- What is the likelihood of not having a representative from each of the four communities should the constituencies remain as they are in the Council’s initial proposal?
- Does there need to be separate constituencies for Porirua, Kapiti, Upper Hutt and Lower Hutt to ensure that each community is effectively represented?

The Subcommittee also noted that separate constituencies would mean that voters would not be able to vote for as many candidates as they could under the initial proposal. The initial proposal provides voters with the opportunity to vote for three representatives in the Kapiti-Mana constituency and four representatives in the Hutt Valley constituency.

What is the likelihood of not having a representative from each community?

Voting is determined by a number of factors, many of which cannot be known in advance of an election and can change from election to election. These factors include:

- The voting population.
- The number of candidates. If there are a large number of candidates then voters have more choice. This could result in voters from a particular community splitting their votes between several candidates and not electing anyone from their area.
- Who stands for election. A candidate who is well-known could receive the majority of votes regardless of where they live in the constituency.
- Voter turnout. This can change depending on a variety of factors, including voters' level of interest and the demographics of a community e.g. younger people are less likely to vote than older people.
- How strategically people vote.

Submitters were particularly concerned that the population imbalances across the constituencies would result in those communities with smaller populations, for example Kapiti and Upper Hutt, losing a direct representative.

The Subcommittee notes that while Porirua has a larger voting population than Kapiti, Kapiti generally has a higher voter turnout. This was reflected in the voter turnout at the 2004 elections. Information provided by Porirua City Council shows that in Porirua, only 13,398 residential voters turned out to vote, compared to 16,869 in Kapiti. Given the populations of Kapiti and Porirua are not significantly different this could mean that similar numbers of people vote from each area.

Upper Hutt has only 28 percent of the voting population in the Hutt Valley. This voting population imbalance may not be easily overcome by other factors. Although, it still remains that someone who was well-known standing in Upper Hutt, or several people from Lower Hutt standing and only one from Upper Hutt, could result in a representative being elected from Upper Hutt.

All of these uncertainties make it difficult to predict the outcome of elections should Upper Hutt and Lower Hutt be merged, and Kapiti and Porirua be combined.

Does there need to be separate constituencies for Porirua, Kapiti, Upper Hutt and Lower Hutt to ensure that each community is effectively represented?

Submitters talked in terms of the need to have a “guaranteed, direct representative”. They said that failure to provide for this by having larger constituencies would lead to a “loss of representation”. But does it necessarily

follow that no representative elected from a particular community equals no representation for that community?

The Subcommittee points out that it is the Council's role to make decisions that are in the best interests of the region as a whole. Each councillor signs a declaration to say they will do this when they are sworn in at the beginning of each triennium. Regional councillors are often working on issues that cross several communities of interest (and territorial authority boundaries) e.g. water supply, roads, passenger transport, flood protection and catchment management.

Almost without exception, however, submitters were of the view that their needs would not be effectively represented if they did not have a representative that lived in their area. They stated that someone who lived elsewhere would naturally be more interested in, exposed to, or understand the issues arising from the community in which they live.

Submitters also considered that elected members would not be easily accessible in a bigger constituency. They said that they would be less likely to have face-to-face meetings, casual meetings and attend events because of the great deal of travel and diversity across a large area.

The Subcommittee notes that it is difficult to find concrete analysis of such matters. It follows that a bigger constituency area and living outside of a community could lead to diluted opportunities for direct interaction and result in elected members having less accountability to the public. The Subcommittee believes, however, that how effective a councillor is at representing the area they are elected from is largely dependent on the person who is elected, that is, how dedicated they are, how much effort and time they put in and how open they are to others' views. It is not possible to ensure that all elected members have these traits, whether they are elected by a smaller or larger constituency.

4.3.2 Two councillors from the Wairarapa constituency

Four submissions supported two councillors in the Wairarapa while four submissions opposed it.

As noted in Porirua City Council's submission, two members in the Wairarapa would create hugely disproportionate representation across the region in terms of the number of people per councillor. The Council needs to consider whether it is necessary to depart significantly from the population formula to ensure the effective representation of the Wairarapa community.

When deciding on its initial proposal the Council determined that a second representative was required because the Wairarapa is a large land area (74% of the region) that is sparsely populated and has a high number of meetings because of the river and catchment schemes.

Effective representation for farmers

The Council's reasons for proposing two representatives in the Wairarapa were strongly supported by Federated Farmers - Wairarapa. They made the point

that the population formula does not account for geographical size or corresponding rating capital value and that it disadvantages rural communities. They stated that “it is extremely important that councillors are able to communicate their knowledge, concerns, and experience and are given the best possible opportunity to engage with the ratepayers who they represent . . . elected councillors from Wellington city wards (excluding rural areas) can achieve this just as effectively when representing a higher population per councillor, simply because of the logistical ease of attending meetings, functions, and meetings with groups of constituents.”

The role of the Masterton office and the Rural Services and Wairarapa Committee

One submitter commented that the Wairarapa issues that are relevant to Greater Wellington are covered by Greater Wellington’s Masterton office and the Rural Services and Wairarapa Committee.

Greater Wellington’s Masterton office is a service centre, which provides regional services that have a Wairarapa focus. The Subcommittee makes the point that, while staff in the Masterton office are responsible for implementing policies at an operational level and for providing advice to relevant committees on their areas of expertise, they do not set the policy or outcomes – that is the responsibility of elected members.

The Rural Services and Wairarapa Committee certainly has input into the policies and outcomes. It also provides an opportunity to interact with the public. Not only do its appointed members bring the views of those they interact with in the community to the committee table, the meetings are generally open to the public and provide for public participation.

The Subcommittee argues, however, that the final decision-maker is the Council, which is the body of elected members. The Council has ultimate decision-making power. It sets the rates and overarching policy and outcomes of the Council e.g. the Long-term Council Community Plan and Annual Plan. The Wairarapa councillors are elected by the community and, therefore, have the mandate to make such decisions, along with the other councillors.

Comparison with parliamentary electorates

Another submitter said that effective representation could be achieved with one councillor. The submitter provided parliamentary electorates as an example of large areas covered by one representative.

The Subcommittee believes that this point is debateable, as there is little information which assesses whether or not such electorates are effectively served. In fact concerns have been expressed by the public about the size of these electorates too.

It is also difficult to compare parliamentary electorates with regional council constituencies, as constituency Members of Parliament usually have at least one office in their electorate and two full time staff members to help with their

local duties. In addition, they often have help from list members, who also work to represent local communities or special communities.

Relationship with ratepayers and the river and catchment scheme meetings

One submitter noted that there is no requirement for the Wairarapa elected members to attend river and catchment scheme meetings and that one of the current Wairarapa members of this Council has attended only four such meetings in the last 18 months alone. The submitter went on to say that this demonstrates there is no need for two Wairarapa representatives.

The Subcommittee stresses that it is important that the representation arrangements in the Wairarapa enable elected members to have a close relationship with the Wairarapa constituents. The Council carries out activities in the Wairarapa, such as flood protection, biosecurity (1080) and soil conservation (planting and land retirement), which directly impact on many individual landowners to a great extent.

While there is no statutory requirement to attend the river and catchment scheme meetings, it is the point at which the elected members can engage face-to-face with the people that are being rated. These people pay relatively high rates because there are a small number of ratepayers in the area for significantly costly activities.

4.3.3 Fewer councillors from more constituencies

Thirteen submissions supported the status quo, which provides for 13 elected members, three supported the Council's proposal, which provides for 14 councillors, and five submissions (7, 10, 61, 37, 83) supported a reduction to ten councillors. In general, those who supported a reduction in councillors suggested options that had more than four constituencies.

Some submitters said that the workload did not require more than ten representatives and that this would save ratepayers money. The Subcommittee points out that the pool of money allocated to pay elected representatives is determined by the Remuneration Authority. This pool is not influenced by the number of elected representatives, so having less councillors would not result in less money in terms of the total remuneration pool. It is noted, however, that a smaller number of representatives could possibly result in a smaller number of committees and meetings which may reduce the costs a little, that is, catering costs, printing of agendas and staff time to service meetings.

The Subcommittee feels that a smaller number of councillors is likely to result in a higher workload in terms of number of community meetings to be attended etc. However, the impact this has on effective representation, especially when we are talking about the difference between ten and 14 members, is unclear.

One submitter stated that many Council and committee meetings over the past few years have had little business and that this was not surprising given that councillors' true business is the development and monitoring of the ten-year plan. The Subcommittee recognises that the business of the Council ebbs and

flows. While some committees have had less work to do at times, the workload of others has increased, for example, to consider urgent transport matters.

The same submitter also noted that when the Council moved from 14 to 13 councillors there was no sense of extra workload. The Subcommittee notes that there is no concrete evidence which assesses this. It is difficult to judge as it depends on what activities the Council is undertaking at the time, changes to legislative requirements, prioritisation of tasks, and the level of input of individual councillors.

It is interesting to note, however, the comments made by the mayor of one of the region's territorial authorities who has had a reduction in the numbers of councillors at an earlier point in this review process. He said that the reduction had not resulted in any increase in workload, as the committees structure had been changed and the number of meetings reduced.

4.3.4 Constituency name

One submitter recommended that the proposed name of the Kapiti-Mana constituency be changed to Porirua-Kapiti because:

- most people know the area as Porirua, not Mana, and
- Porirua should go first as they have the largest population.

The Subcommittee agrees that the name Porirua-Kapiti would be more appropriate, as it is more reflective of the full breadth of the area and the communities the constituency encompasses. However, in order to recognise the fact that the constituency is made up of two different communities, the Subcommittee proposes that the hyphen be replaced by the word "and".

4.4 Representation options considered

The Subcommittee considered the Council's options in light of what submitters had said. It was discussed that the Council could remain with its initial proposal or it could consider one of the following options:

- **Option 1** - Ten councillors and six constituencies, where the constituency boundaries remain the same as they are currently (**Attachment 4**). In this option Upper Hutt falls outside the +/-10% population formula (over-represented by 17.7%). The Council would be required to put forward a compelling argument in terms of the effective representation of the Upper Hutt community to the Local Government Commission.
- **Option 1a** – The same as 1 above, but with an additional representative in the Wairarapa (**Attachment 5**). The Council would be required to put forward a persuasive argument in terms of the Wairarapa and the corresponding under-representation in Wellington, Porirua, Upper Hutt Kapiti.

- **Option 2** - Thirteen councillors and five constituencies, where the current Upper Hutt and Lower Hutt constituency remain separate (as they are currently), but Kapiti and Porirua are merged to form one large constituency (**Attachment 6**).
- **Option 2a** – The same as 2 above, but with an additional elected member in the Wairarapa (**Attachment 7**). The Council would be required to put forward a persuasive argument in terms of effective representation of the Wairarapa community and the corresponding under-representation in Upper Hutt and Wellington.
- **Option 3** - Ten councillors and five constituencies, where Kapiti and Porirua are separate, but Lower Hutt and Upper Hutt are merged to form the Hutt Valley constituency (**Attachment 8**).
- **Option 3a** - The same as 3 above, but with an additional representative in the Wairarapa (**Attachment 9**). The Council would be required to put forward a persuasive argument in terms of the Wairarapa and the corresponding under-representation in Kapiti, Porirua and Wellington.
- **Option 4** - Four constituencies and 13 councillors (**Attachment 10**).

4.5 The dilemma

In considering the above options it became clear to the Subcommittee that no option that is reasonably available to Council can meet all of the submitters' requests. The final proposal, therefore, depends on the weighting given to the following:

- separate constituencies and representation for Kapiti and Porirua
- separate constituencies and representation for Lower Hutt and Upper Hutt
- one or two representatives for the Wairarapa
- fewer councillors.

There is limited concrete evidence on which to measure the impact of these factors on effective representation. As such, councillors will have to make judgements based on their experience and that of the submitters.

4.5.1 One or two representative in the Wairarapa

If Council decides it is essential to have two representatives in the Wairarapa, then the Council should opt for a scenario that consists of 14 councillors, that is, the current proposal or option 2a. This is because there would be significant discrepancies in the number of people per elected member in each constituency in options that consist of 11 councillors in total. Officers feel that it is highly unlikely that the Local Government Commission would support such a proposal.

The current proposal recognises communities of interest from a regional council perspective and aims to be consistent in approach across the region in terms of communities of interest. Option 2a provides for separate constituencies for Upper Hutt and Lower Hutt, but Kapiti and Porirua remain joined together as one constituency. In essence, Option 2a pits the needs for two representatives in the Wairarapa against the requests for separate constituencies for Kapiti and Porirua.

If the Council decides that only one representative is required in the Wairarapa then the Council could choose between options 1, 2, 3 or 4.

4.5.2 More councillors or direct representation?

When considering options 1, 2, 3 and 4, the preferred option will depend on whether the Council thinks representation is going to be more effectively served by:

- more councillors or direct representation, and
- whether separate representation is equally required for all four communities (Kapiti, Porirua, Upper and Lower Hutt), or whether there is a higher need for direct representation in Upper Hutt and Lower Hutt, or Kapiti and Porirua.

Options 2 and 4 provide for 13 councillors. Option 2 also provides for separate representation for Upper Hutt and Lower Hutt, but not Kapiti and Porirua. This begs two questions: Is direct representation necessary (if not, choose option 4) and does Upper Hutt and Lower Hutt need direct representation more than Kapiti and Porirua (if yes, choose option 2)?

Options 1 and 3 provide for ten councillors. Option 1 provides for separate constituencies for Upper Hutt, Lower Hutt, Porirua and Kapiti. Option 3 provides for separate constituencies for Porirua and Kapiti, but Upper Hutt and Lower Hutt are joined together to form one constituency.

4.6 Recommended final proposal

The Subcommittee recommends that the Council adopts the following arrangements as its final representation proposal:

<i>Wellington constituency</i>	<i>Based on the current boundary of the Wellington City Council</i>	<i>5 elected members</i>
<i>Upper Hutt constituency</i>	<i>Based on the current boundary of the Upper Hutt City Council</i>	<i>1 elected member</i>
<i>Lower Hutt constituency</i>	<i>Based on the current boundary of the Hutt City Council</i>	<i>3 elected members</i>
<i>Porirua and Kapiti constituency</i>	<i>Based on joining the current boundaries of the Kapiti Coast District Council and Porirua</i>	<i>3 elected members</i>

City Council

*Wairarapa
constituency*

*Based on joining the current
boundaries of South Wairarapa
District Council, Carterton
District Council and Masterton
District Council, and the area of
the Tararua District Council
that is just South of the
Owahanga River catchment*

*2 elected
members*

This is option 2a (**Attachment 7**). It is based on 13 elected members and five constituencies (**Attachment 6**), but provides for an additional elected member in the Wairarapa.

In making its decision the Subcommittee noted the following key points:

- a) The requirement in the Act to comply with the +/-10% population formula has presented difficulties in relation to ensuring the effective representation of communities of interest.
- b) The Wairarapa is a distinct community of interest and two elected members will ensure the effective representation of the Wairarapa community. The Wairarapa comprises a large land area (74% of the region) that is sparsely populated, which makes it logistically more time-consuming for elected members to engage with their constituents. It is important that elected members are able to have a close relationship with constituents, given the kind of activities the Council carries out in the Wairarapa, such as flood protection, biosecurity (1080) and soil conservation (planting and land retirement), which directly impact on many individual landowners to a great extent. The numerous river and catchment scheme meetings are the point at which elected members can engage face-to-face with the people that are being rated.
- c) A proposal that is based on 13 elected members, plus an additional member in the Wairarapa constituency (14 elected members in total), ensures that there is relative homogeneity in terms of the number of people per elected member across the whole region. A proposal that comprises ten members, plus an additional member in the Wairarapa constituency (11 elected members in total), would result in significant differences in the number of people per elected member across parts of the region.
- d) The Council's initial proposal, which comprises four constituencies and 14 elected members, and provides for a relatively even number of elected representatives in each constituency, helps to ensure balanced, region-wide decision-making. This is because there would not be the opportunity for the members of one constituency to vote one way and sway a decision of Council.

- e) The initial proposal combined Kapiti with Porirua, and Lower Hutt with Upper Hutt, because they are linked by factors which relate to Council functions i.e. roads, rivers and rail.
- f) While the Subcommittee contends that the different needs of separate communities of interest could be represented in the regional context by members elected from the merged Hutt Valley constituency, this would largely depend on the individuals who were elected e.g. how dedicated they are, how much effort and time they put into representing the views of those across the entire constituency and how open they are to others' views. A strong case was made by submitters that separate communities of interest would be best served by a separate constituency, as this would guarantee at least one representative is elected from their area.
- g) While the Council had identified many aspects that align Kapiti and Porirua in a regional council context when it decided on its initial proposal, submitters feel strongly that there are a variety of differences which make Kapiti and Porirua separate communities of interest, including:
 - o Kapiti and Porirua have different interests and focuses on key issues of concern to Greater Wellington i.e. harbour management, water supply, separate water catchments, flood protection, environmental concerns, river and wetland management and transport. Kapiti and Porirua are differently affected by flooding and sea level rise. Kapiti suffers from inadequate rail infrastructure, poor internal connectivity and lack of rail passenger services up North.
 - o Kapiti and Porirua are geographically separated between Pukerua Bay and Paekakariki. There will never be adjacent housing. The Transmission Gully road will result in further separation.
 - o Kapiti sees its closest kinship with Horowhenua, not Porirua. Porirua links with Tawa, Wellington and the Hutt Valley.
 - o Porirua is city focused while Kapiti is more coastal and rural.
 - o Kapiti has a larger, older population and Porirua has a higher number of Māori and Pacific Island people. This results in different social and cultural issues.
- h) While it generally agrees with submitters' comments on separate constituencies for Kapiti and Porirua, after exploring all the possible representation options, the Subcommittee has concluded that no representation option can accommodate having separate Kapiti and Porirua constituencies if the Council is to make every effort to comply with the requirements set out in the Act and provide for the effective representation of the Wairarapa.

- i) While the Council had identified many aspects that align Upper Hutt and Lower Hutt in a regional council context when it decided on its initial proposal, submitters feel strongly that there are numerous differences which make Upper Hutt and Lower Hutt separate communities of interest, including:
 - o Upper Hutt has large rural areas and a provincial character.
 - o Lower Hutt has the sea and Upper Hutt is inland.
 - o Upper Hutt people identify with the facilities and services available within their community.
 - o Upper Hutt has significant regional resources, many of which are important for the whole region e.g. water supply, forestry, regional parks, transport link between Wellington and Wairarapa.
 - o Lower Hutt and Upper Hutt have different needs and views on key matters of concern e.g. flood protection and transportation.
- j) The Subcommittee generally agrees with submitters' comments on separate constituencies for Upper Hutt and Lower Hutt, and notes that this can be achieved without compromising the effective representation of the Wairarapa and the Council's efforts to comply as best it can with the requirements set out in the Act.
- k) The constituency name of "Porirua and Kapiti" would be a more appropriate name for the merged constituency because:
 - o most people know the area as Porirua, not Mana
 - o Porirua should go first as they have the largest population
 - o The word "and" signifies that there are two communities in the one constituency.

5. Communication

5.1 Public notice of final proposal

Once the Council has made its decision, a public notice will be placed in the region's main newspapers. Section 19N of the LEA states that this public notice must:

- Incorporate any amendments resolved
- State both the reasons for the amendments and the reasons for any rejection of submissions
- Specify the right of appeal and objection, including the place and closing date for the receipt of appeals.

Given the level of interest in the review, the Council may want to consider placing similar information in the region's community newspapers.

5.2 Replies to submitters

Formal replies will also be sent to submitters once the Council has decided on its final proposal. These will be signed by the Council Chairman. The replies will note why the Council chose its final proposal, outline the appeal process and note the fact that the Local Government Commission will make the final determination.

5.3 Media release

A media statement will be prepared for release after the Council meeting on 12 September.

6. Recommendations

That the Committee:

1. *Receives the report.*
2. *Notes the content of the report.*
3. *Recommends that the Council chooses the following representation arrangements as the Wellington Regional Council's final representation proposal:*

<i>Wellington constituency</i>	<i>Based on the current boundary of the Wellington City Council</i>	<i>5 elected members</i>
<i>Upper Hutt constituency</i>	<i>Based on the current boundary of the Upper Hutt City Council</i>	<i>1 elected member</i>
<i>Lower Hutt constituency</i>	<i>Based on the current boundary of the Hutt City Council</i>	<i>3 elected members</i>
<i>Porirua and Kapiti constituency</i>	<i>Based on joining the current boundaries of the Kapiti Coast District Council and Porirua City Council</i>	<i>3 elected members</i>
<i>Wairarapa constituency</i>	<i>Based on joining the current boundaries of South Wairarapa District Council, Carterton District Council and Masterton District Council, and the area of the Tararua District Council that is just South of the Owahanga River catchment</i>	<i>2 elected members</i>

4. *Recommends that the Council chooses the final proposal in 3 above for the following reasons:*
- a) *The Wairarapa is a distinct community of interest and two elected members will ensure the effective representation of the Wairarapa community. The Wairarapa comprises a large land area (74% of the region) that is sparsely populated, which makes it logistically more time-consuming for elected members to engage with their constituents. It is important that elected members are able to have a close relationship with constituents, given the kind of activities the Council carries out in the Wairarapa, such as flood protection, biosecurity (1080) and soil conservation (planting and land retirement), which directly impact on many individual landowners to a great extent. The numerous river and catchment scheme meetings are the point at which elected members can engage face-to-face with the people that are being rated.*
 - b) *A proposal that is based on 13 elected members, plus an additional member in the Wairarapa constituency (14 elected members in total), ensures that there is relative homogeneity in terms of the number of people per elected member across the whole region. A proposal that comprises ten members, plus an additional member in the Wairarapa constituency (11 elected members in total), would result in significant differences in the number of people per elected member across parts of the region.*
 - c) *While the Council contends that the different needs of separate communities of interest could be represented in the regional context by members elected from the merged Hutt Valley constituency, it acknowledges that this would largely depend on the individuals who were elected e.g. how dedicated they are, how much effort and time they put in to representing the views of those across the entire constituency and how open they are to others' views. A strong case was made by submitters that separate communities of interest would be best served by a separate constituency, as this would guarantee at least one representative is elected from their area.*
 - d) *While the Council had identified many aspects that align Kapiti and Porirua in a regional council context when it decided on its initial proposal, submitters feel strongly that there are numerous differences which make Kapiti and Porirua separate communities of interest, including:*
 - *Kapiti and Porirua have different interests and focuses on key issues of concern to Greater Wellington i.e. harbour management, water supply, separate water catchments, flood protection, environmental concerns, river and wetland management and transport. Kapiti and Porirua are differently affected by flooding and sea level rise. Kapiti suffers from inadequate rail infrastructure, poor internal connectivity and lack of rail passenger services up North.*

- *Kapiti and Porirua are geographically separated between Pukerua Bay and Paekakariki. There will never be adjacent housing. The Transmission Gully road will result in further separation.*
 - *Kapiti sees its closest kinship with Horowhenua, not Porirua. Porirua links with Tawa, Wellington and the Hutt Valley.*
 - *Porirua is city focused while Kapiti is more coastal and rural.*
 - *Kapiti has a larger older population and Porirua has a higher number of Māori and Pacific Island people. This results in different social and cultural issues.*
- e) *While the Council generally agrees with submitters' comments on separate constituencies for Kapiti and Porirua, after exploring all the possible representation options, the Council has concluded that no representation option can accommodate having separate Kapiti and Porirua constituencies if the Council is to make every effort to comply with the requirements set out in the Act and provide for the effective representation of the Wairarapa.*
- f) *While the Council had identified many aspects that align Upper Hutt and Lower Hutt in a regional council context when it decided on its initial proposal, submitters feel strongly that there are numerous differences which make Upper Hutt and Lower Hutt separate communities of interest, including:*
- *Upper Hutt has large rural areas and a provincial character.*
 - *Lower Hutt has the sea and Upper Hutt is inland.*
 - *Upper Hutt people identify with the facilities and services available within their community.*
 - *Upper Hutt has significant regional resources, many of which are important for the whole region e.g. water supply, forestry, regional parks, transport link between Wellington and Wairarapa.*
 - *Lower Hutt and Upper Hutt have different needs and views on key matters of concern e.g. flood protection and transportation.*
- g) *The Council generally agrees with submitters' comments on separate constituencies for Upper Hutt and Lower Hutt, and notes that this can be achieved without compromising the effective representation of the Wairarapa and the Council's efforts to comply as best it can with the requirements set out in the Act.*
- h) *The constituency name of Porirua and Kapiti would be a more appropriate name for the merged constituency because:*

- *most people know the area as Porirua, not Mana*
 - *Porirua should go first as they have the largest population*
 - *The word “and” signifies that there are two communities in the one constituency.*
5. ***Recommends** that Council notes that the above proposal differs from the Council’s initial proposal in that it has separate constituencies for Upper Hutt and Lower Hutt, with 1 and 3 elected members respectively, and the constituency name Kapiti-Mana has been changed to Porirua and Kapiti.*
 6. *Notes that the Council’s final proposal will be forwarded to the Local Government Commission for its determination, after appeals and objections have been received have been received from the public.*
 7. ***Confirms** whether or not it recommends that the Council also places information on the Council’s final representation proposal in the region’s community newspapers.*

Report by:

Councillor Shields

Chairperson, Representation Review Subcommittee

Attachment 1: Current representation arrangements

Attachment 2: Initial proposal

Attachment 3: Report summarising submitters comments on initial proposal (06.401)

Attachment 4: Option 1

Attachment 5: Option 1a

Attachment 6: Option 2

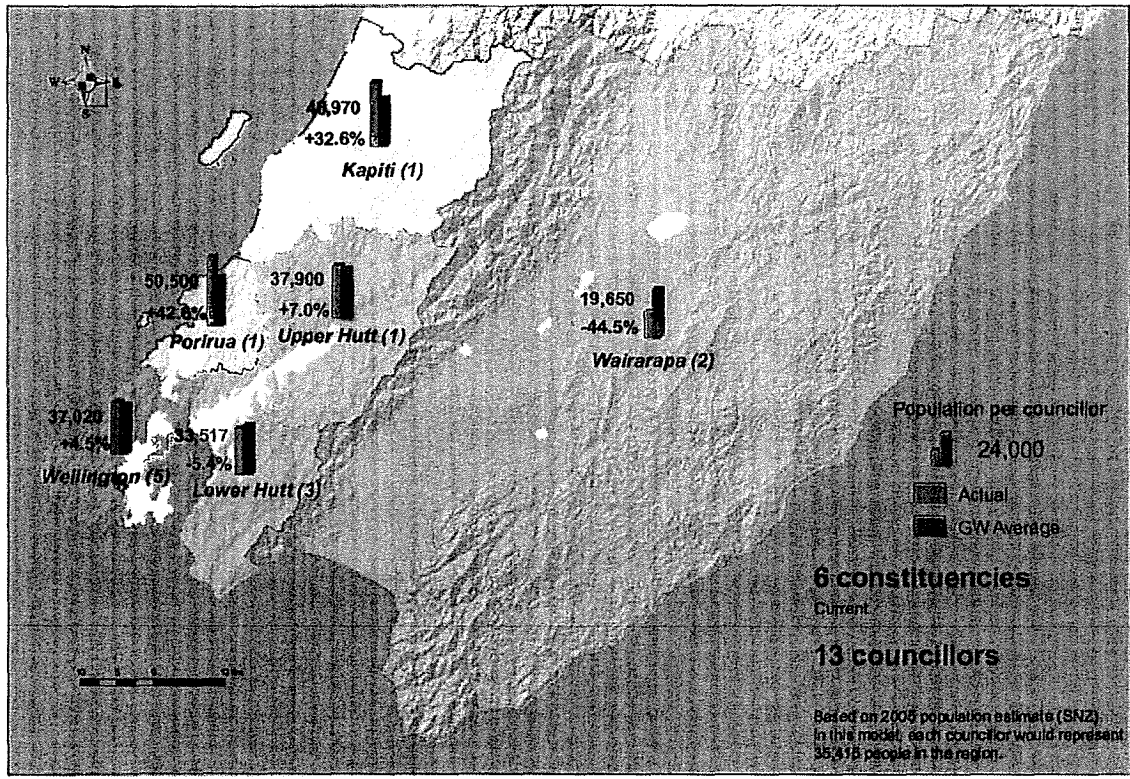
Attachment 7: Option 2a

Attachment 8: Option 3

Attachment 9: Option 3a

Attachment 10: Option 4

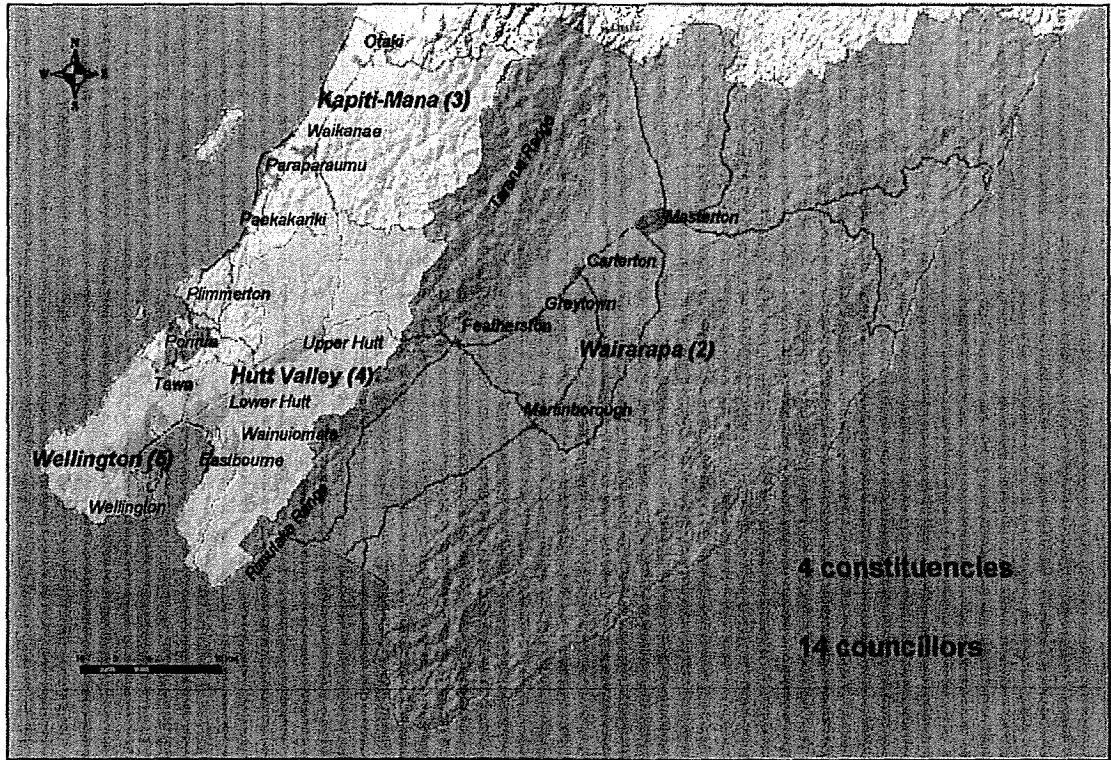
GWRC's current representation arrangements



Initial proposal

Constituency name	Constituency boundary	Number of councillors
Wellington Constituency	This constituency boundary is based on the current boundary of the Wellington City Council.	5
Hutt Valley Constituency	This constituency boundary is based on joining the current boundaries of the Hutt City Council and Upper Hutt City Council.	4
Kapiti-Mana Constituency	This constituency boundary is based on joining the current boundaries of the Kapiti Coast District Council and Porirua City Council.	3
Wairarapa Constituency	This constituency boundary is based on joining the current boundaries of South Wairarapa District Council, Carterton District Council and Masterton District Council, and the area of the Tararua District Council that is just South of the Owahanga River catchment.	2

Constituency	Population	Councillors	Population per councillor
Wellington Constituency	185,200	5	37,040
Hutt Valley Constituency	138,400	4	34,600
Kapiti-Mana Constituency	97,500	3	32,500
Wairarapa Constituency	39,300	2	19,650





greater WELLINGTON
REGIONAL COUNCIL

Report **06.401**
Date 13 August 2006
File E/01/04/05

Committee **Representation Review Subcommittee**
Author **Amy Norrish Manager - Secretariat**

Summary of submissions on proposed representation arrangements

1. Purpose

To provide an overview of the submissions Greater Wellington has received from the public on its proposed representation arrangements.

2. Significance of the decision

The matters for decision in this report do not trigger the significance policy of the Council or otherwise trigger section 76(3)(b) of the Local Government Act 2002.

3. Background

Greater Wellington has received 84 submissions on its proposed representation arrangements. This includes two petitions, one from Summerset at the Course Retirement Village, the other from Kapiti Coast Grey Power Association. All submissions have been compiled into a bound volume and circulated to Representation Review Subcommittee members. Ten submitters have also asked to be heard in support of their submission. Submissions will be heard and considered by the Representation Review Subcommittee on 21 August 2006.

4. Comment

4.1 Origin of submissions

Most of the 84 submissions Greater Wellington has received were from individuals in the region's community, with the majority coming from Upper Hutt residents. Eight submissions were from local government (Wellington City Council, Porirua City Council, Upper Hutt City Council, Kapiti Coast District Council, Hutt City Council, South Wairarapa City Council, Tawa Community Board and Otaki Community Board). Three were from local organisations (Wellington Local Labour Body Committee, Wairarapa Federated Farmers and Kapiti Coast Grey Power Association).

Submissions included two petitions, one from Summerset at the Course Retirement Village with 49 signatures, the other from Kapiti Coast Grey Power Association with 221 signatures.

Location of submitter	Number of submissions
Wellington	7
Lower Hutt	3
Upper Hutt	48 (one of which is a petition from Summerset at the Course Retirement Village)
Porirua	2
Kapiti	15 (one of which is a petition from Kapiti Coast Grey Power Association)
Wairarapa	2
Unknown	7

4.2 Key themes

Of the 84 submissions received by the Council, 81 opposed the Council's proposed representation arrangements. (The proposed arrangements are provided in **Attachment 1**). The majority of submissions discussed their opposition to the proposal to combine Porirua and Kapiti, and Upper Hutt and Lower Hutt.

4.2.1 Support for proposed arrangements

Three submissions (62, 73, 82) stated support for the Council's proposal, but two requested that the next review be carried out in 2009. They stated this was due to concerns around under-representation for Wellington constituents, particularly given the expected population growth and the regional rate income obtained from the Wellington constituency.

While submission 10 did not agree with the proposal in its entirety it did support for merging Porirua with Kapiti, and Upper Hutt with Lower Hutt, because it is aligned with the Council's core functions and most significant financial obligations, such as transport and flood protection.

4.2.2 Separate representative for Upper Hutt needed

Fifty-one submissions recorded their opposition to combining the current Upper Hutt and Lower Hutt constituencies to form one Hutt Valley constituency. Many submitters were concerned that this would result in Upper Hutt losing its voice on the regional council because Upper Hutt had a much smaller voting population (only 28% of the Hutt Valley according to one

submitter). A few submitters noted this was even more likely when using a First Past the Post electoral system.

Submitters argued that Upper Hutt should have its own representative for a variety of reasons, including:

- Upper Hutt is one of the largest cities in New Zealand in terms of land area.
- Upper Hutt has significant regional resources, many of which are important for the whole region e.g. water supply, forestry, regional parks, transport link between Wellington and Wairarapa.
- Upper Hutt is the only area in the region growing within all sectors.
- Lower Hutt representatives would be thinking of own needs and agendas and will not fully understand the concerns and vision of the Upper Hutt people. This was of particular concern to one submitter who said that Lower Hutt and Upper Hutt disagree in key matters of concern e.g. flood protection and transportation.
- No representative would dilute the opportunity for direct interaction and accountability to the public. For greater accountability communities expect contact and communication with elected members.
- To be effective a councillor must be connected to, and be part of, the community they represent.
- Aging population means Upper Hutt needs representatives who are accessible.
- Loss of a representative would lead to a rates rise.

Many submitters also noted the differences between the communities of Upper Hutt and Lower Hutt, which resulted in different needs. Submitters said that:

- Upper Hutt has large rural areas, a provincial character and civic pride.
- Lower Hutt has the sea and Upper Hutt is inland.
- Upper Hutt people identify with the facilities and services available within the community.

One submitter stated that the change was an attempt to fix a problem that did not exist.

Hutt City Council said that they supported the current arrangements for Upper Hutt and Lower Hutt, with 1 and 3 elected members respectively.

4.2.3 Keep Kapiti and Porirua separate

Eighteen submissions specifically recorded their opposition to combining Kapiti with Porirua to form one large constituency. Many submitters felt that Porirua's population base would result in no representative being elected from Kapiti. A few submitters noted this was a particular concern under a First Past the Post electoral system. One submitter cited the 2004 Capital and Cpast District Health Board elections, which saw Kapiti lose a member on the Board.

Submitters were concerned that losing a direct representative in Kapiti would mean their views would not be accounted for on key work programmes, such as flood protection and transport, and that their unique problems would not get the required attention and action. Submitters doubted that a councillor living in Porirua would be interested in, or would pursue, Kapiti issues. They considered that someone elected from Kapiti would be naturally more interested in, or exposed to, issues arising from Kapiti.

One submitter commented that elected members would not be easily accessible. They considered that they were less likely to have face-to-face meetings, casual meetings and attend events because of the great deal of travel and diversity across a large area. Another submitter stated that the broader the representation, the more at large the voting, the less important the authority would seem to the constituency.

Many submitters felt very strongly that Porirua and Kapiti had separate communities of interest and noted the following reasons:

- Kapiti and Porirua are geographically separated between Pukerua Bay and Paekakariki. There will never be adjacent housing. The Transmission Gully road will result in further separation.
- The coastline between Kapiti and Porirua is contiguous, not shared.
- Kapiti sees its closest kinship with Horowhenua, not Porirua. Porirua links with Tawa, Wellington and Hutt Valley.
- Kapiti and Porirua have different interests and focuses on key issues of concern to Greater Wellington i.e. harbour management, water supply, separate water catchments, flood protection, environmental concerns, river and wetland management and transport. Kapiti and Porirua are differently affected by flooding and sea level rise. Kapiti suffers from inadequate rail infrastructure, poor internal connectivity and lack of rail passenger services up North.
- Porirua is city focused while Kapiti is more coastal and rural.
- Kapiti has a larger older population and Porirua has a higher number of Māori and Pacific Island people. This results in very different social and cultural issues.

- The two areas have separate schools, businesses and recreation centres which cater for different needs given different population make-up of each area.
- Kapiti is facing significant growth management issues.

Many submitters urged the Council to depart from the population formula in order to provide for effective representation of communities of interest. Two submitters stated that while there was a numerical basis to change the current set up, there was no proven electoral necessity. Kapiti Coast Grey Power said they are not aware of any approach being made to increase representation or complain about a lack of representation.

Many submitters felt it was important that they had a direct representative, given the current and projected growth in Kapiti over the next while. Some submitters said that eventually Kapiti would need more than one representative. Two submitters specifically said that they would rather Kapiti be under-represented with one representative than have no guarantee of a direct representative.

4.2.4 Fewer councillors from more constituencies

Five submissions (7, 10, 61, 37, 83) supported a reduction to ten councillors, elected from more than four constituencies. They said that the workload did not require more than ten representatives and that it this would save money. One submitter stated that many Council and committee meetings over the past few years had little business and that this was not surprising given that councillors' true business is the development and monitoring of the ten-year plan. The submitter also noted that when the Council moved from 14 to 13 councillors there was no sense of extra workload.

One submission supported any decrease in councillor numbers, while another proposed that the regional council be disestablished.

4.2.5 Against two councillors from the Wairarapa constituency

Four submitters (10, 13, 61 and 8) commented that they did not support having two representatives from the Wairarapa constituency. One submitter said that the Wairarapa issues that were relevant to Greater Wellington were covered by Greater Wellington's Masterton office and the Rural Services and Wairarapa Committee. Another said that effective representation could be achieved with one councillor and provided parliamentary electorates as an example of large areas covered by one representative. That submitter also noted that there was no requirement for members to attend river and catchment scheme meetings and that one of the current Wairarapa members of this Council had attended only four such meetings in the last 18 months.

Porirua City Council said that two members in the Wairarapa would create hugely disproportionate representation across the region in terms of the number of people per councillor.

4.2.6 Support for two councillors from the Wairarapa constituency

Four submitters (18, 21, 82 and 33) specifically stated their support for two representatives in the Wairarapa. Two submitters discussed that it was necessary to ensure effective representation, given the large land area (74% of the region) with scattered populations (40,000 people over 600,000 hectares) and the level of activity based on responsibilities undertaken by Greater Wellington. Two representatives would make it easier to attend meetings, functions and see constituents. Another submitter said they supported the proposal because of Wairarapa's near insular semi-isolation.

One submission commented that the population formula prescribed by the Local Electoral Act 2001 did not account for geographical size or corresponding rateable capital value and that it disadvantaged rural communities.

4.2.7 Wairarapa and Upper Hutt communities of interest

Three submissions (10, 56 and 49) commented that the Wairarapa and Upper Hutt had more in common than did Upper Hutt and Lower Hutt. One submitter suggested that Upper Hutt and the Wairarapa should be combined to form one constituency, arguing that they are joined by key road and rail routes and share a rural flavour.

4.2.8 Support for status quo

Four submissions (18, 48, 69, 81) requested that the Council retain the status quo. One submitter commented that this would ensure areas are not pushed further away from the governing body.

4.2.9 Other

One submission (11) commented on constituency names, saying that Kapiti-Mana constituency should be the Porirua-Kapiti constituency. The reasoning was that Mana is a small suburb of Porirua, and Porirua should be first as it is larger.

One submitter said that changes to representation should not be decided by councillors. It should be done through a referendum of those who are affected. Another submitter said that affected ratepayers should be asked their opinion in a questionnaire in the rates demand.

Other representation proposals suggested by submitters included:

- one member for Kapiti, one for Porirua and one at large (submissions 26 and 27)
- six constituencies with mix of separate and amalgamated representation (submission 64)

- councillors elected according to constituency then each constituency is divided into separate wards with a councillor allocated to each ward (submission 58).

5. Communication

Officers will write a paper for the Representation Review Subcommittee meeting on 1 September 2006. At that meeting, the Subcommittee will decide on its recommendation(s) to Council. Once the Council has made its decision on its final representation arrangements on 12 September 2006, a public notice will be placed in the region's main newspapers. There is also the option of putting something similar in the community newspapers. In addition, each submitter will be sent a letter from the Council Chairman which advises them of the Council's decision and the reasons for it. They will also be notified that they can lodge an appeal.

6. Recommendations

That the Subcommittee:

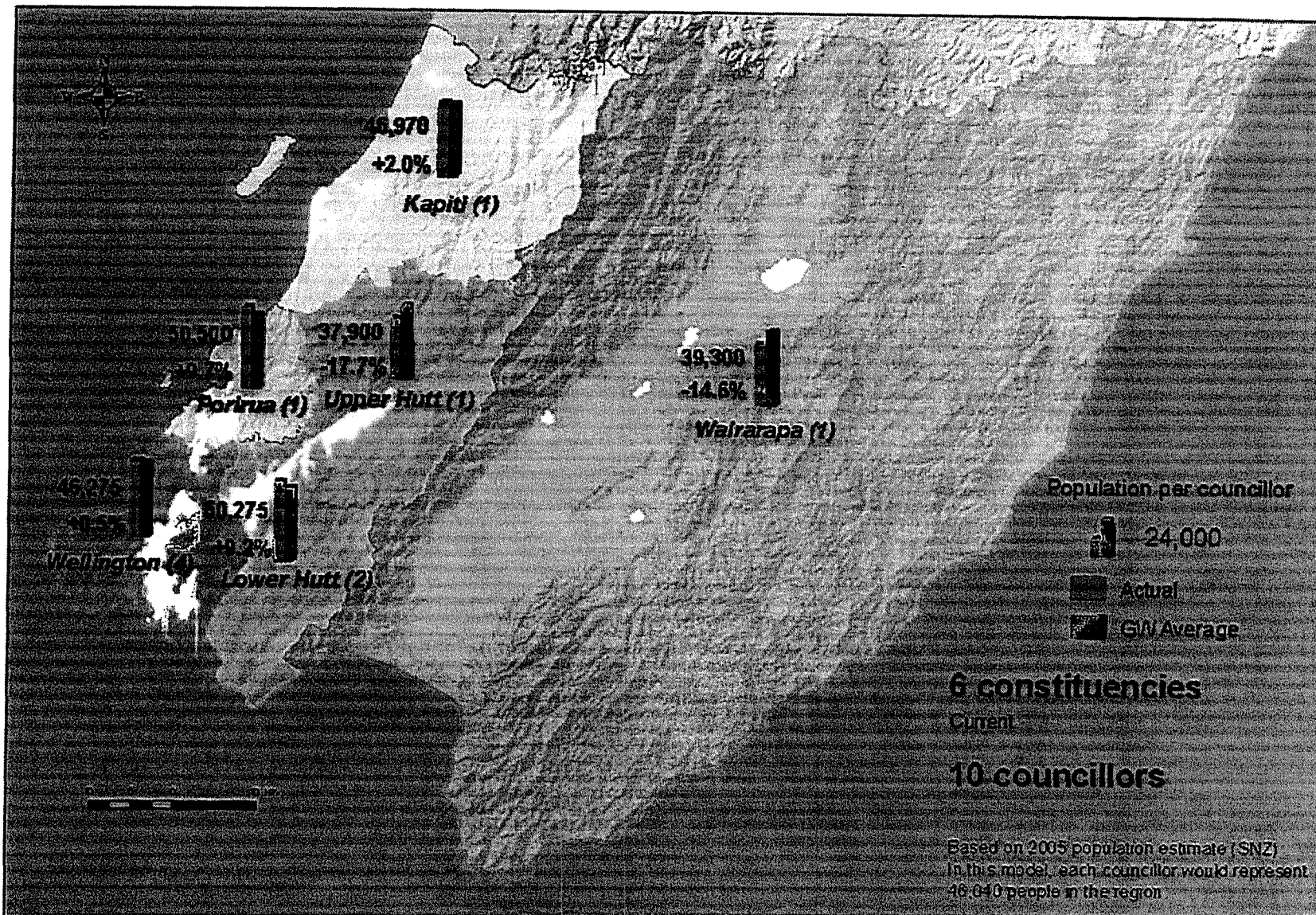
1. *Receives the report.*
2. *Notes the content of the report.*

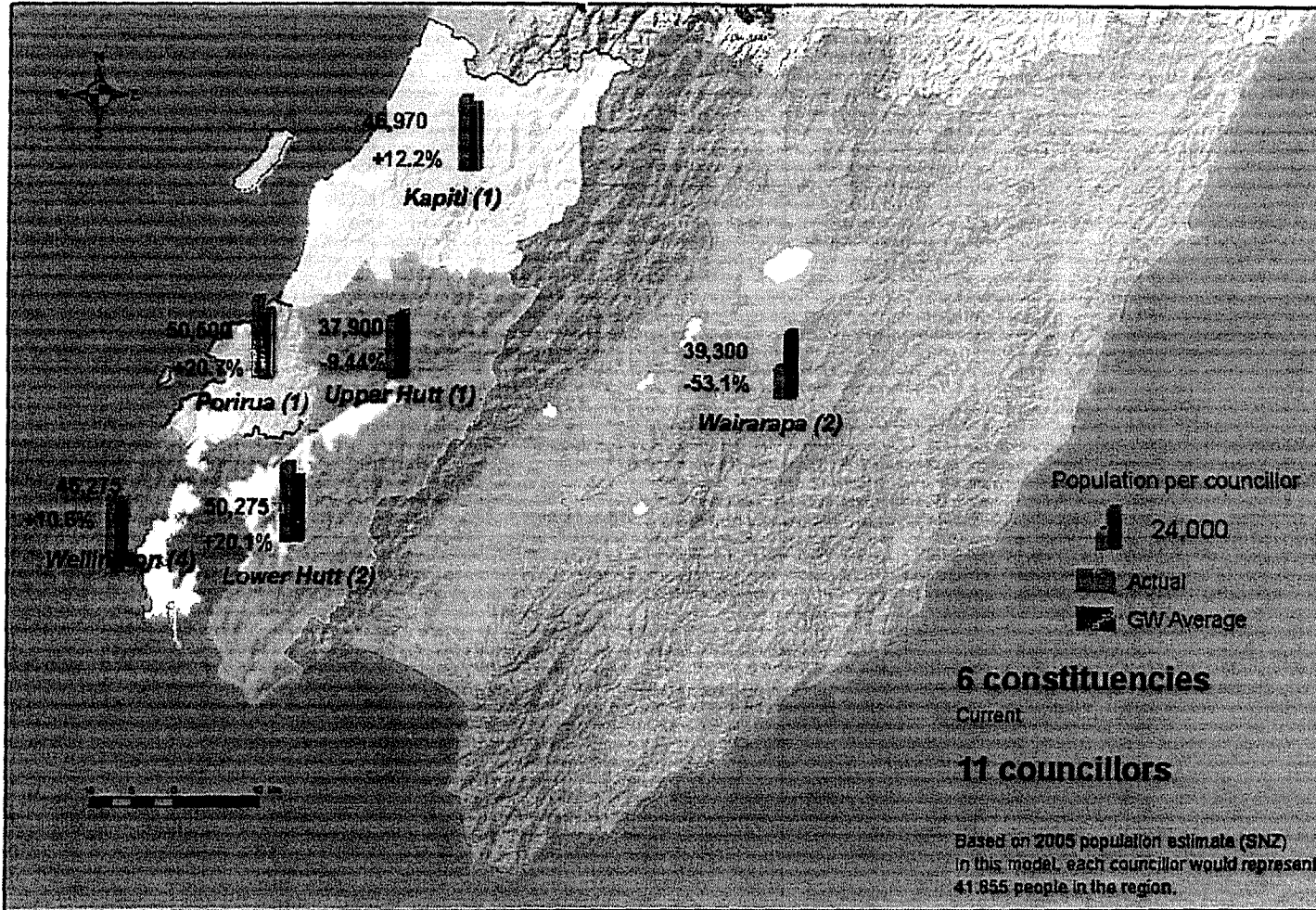
Report prepared by:

Report approved by:

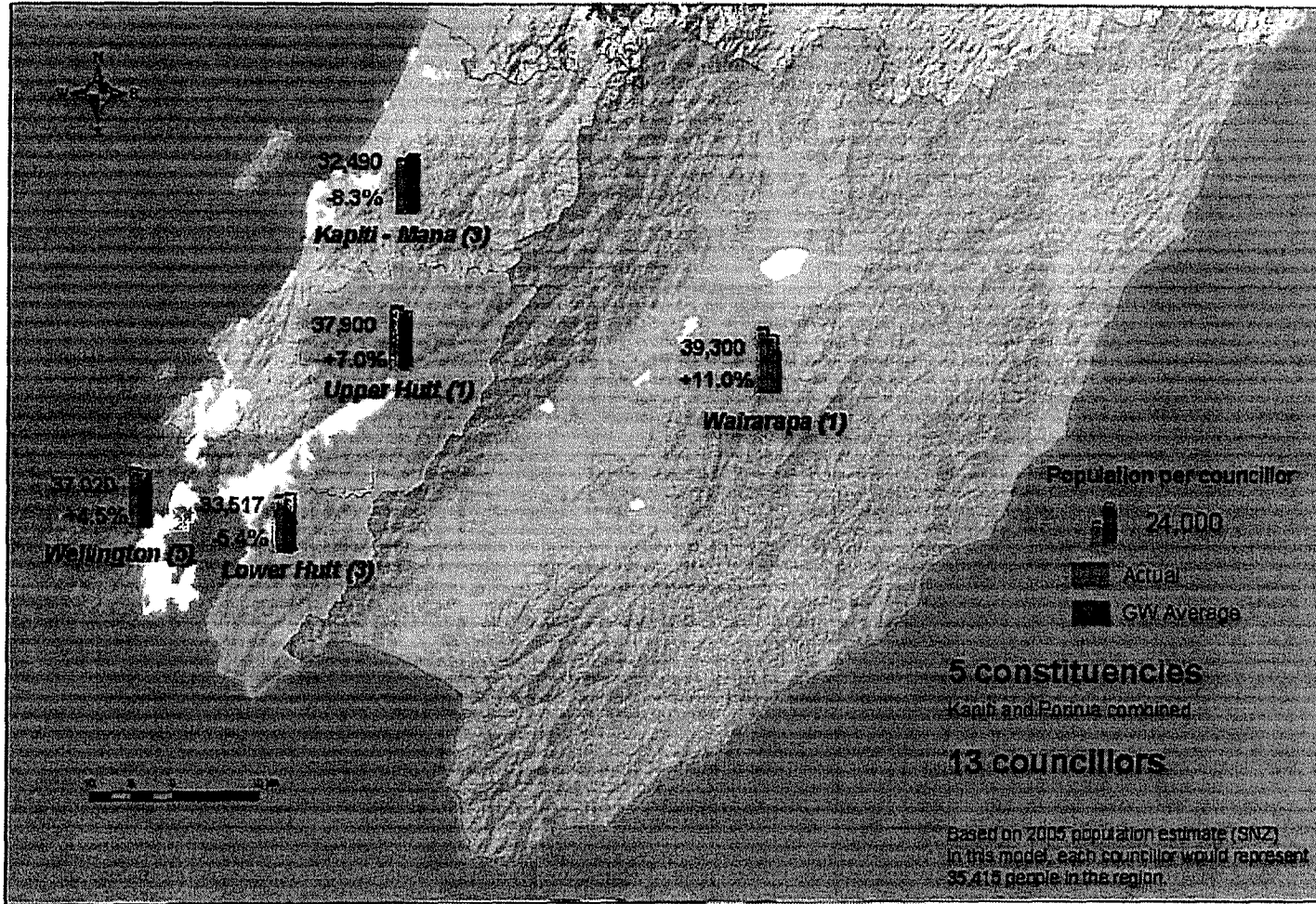
Amy Norrish
Manager - Secretariat

Jane Bradbury
Divisional Manager - Corporate and Strategy

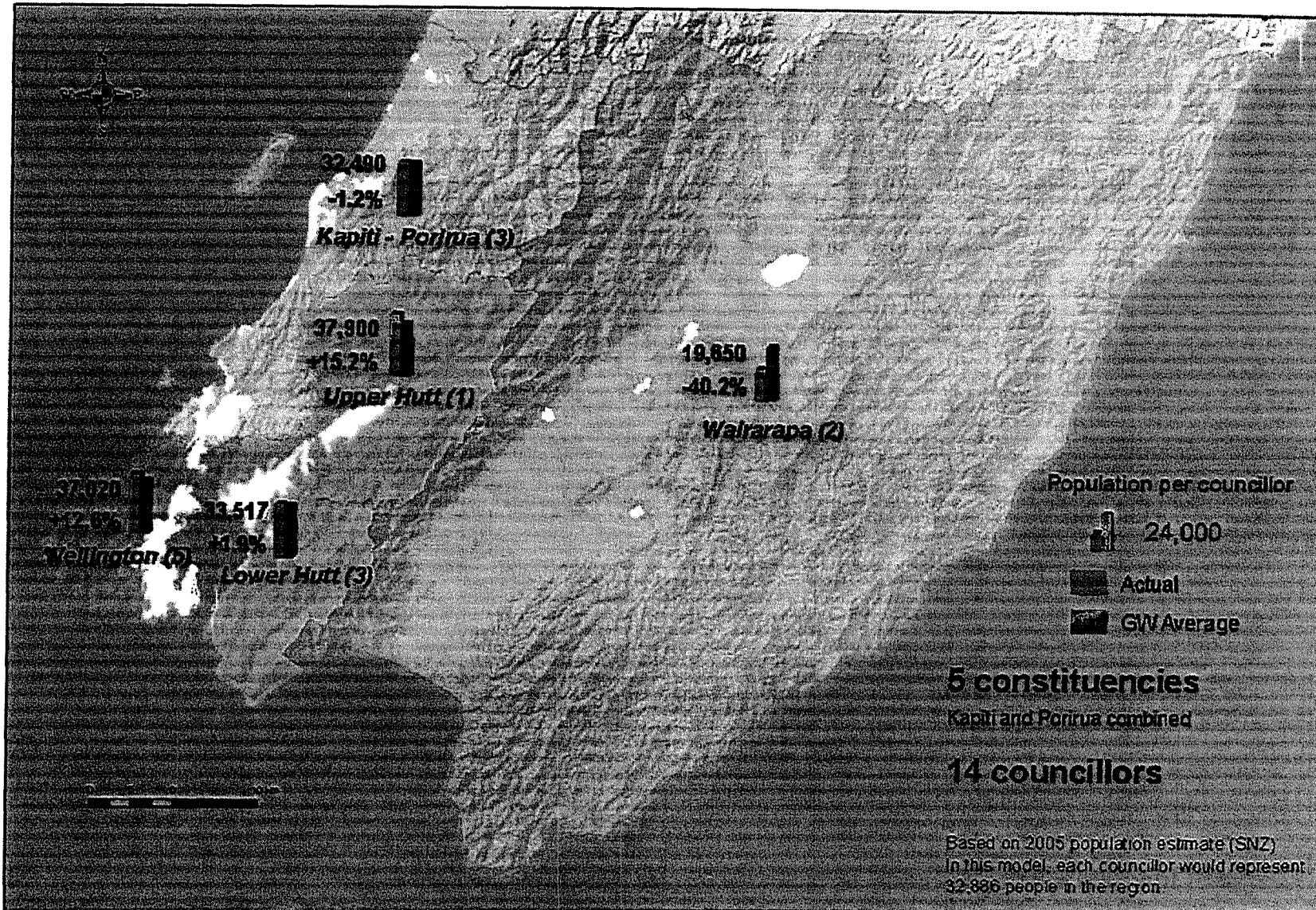


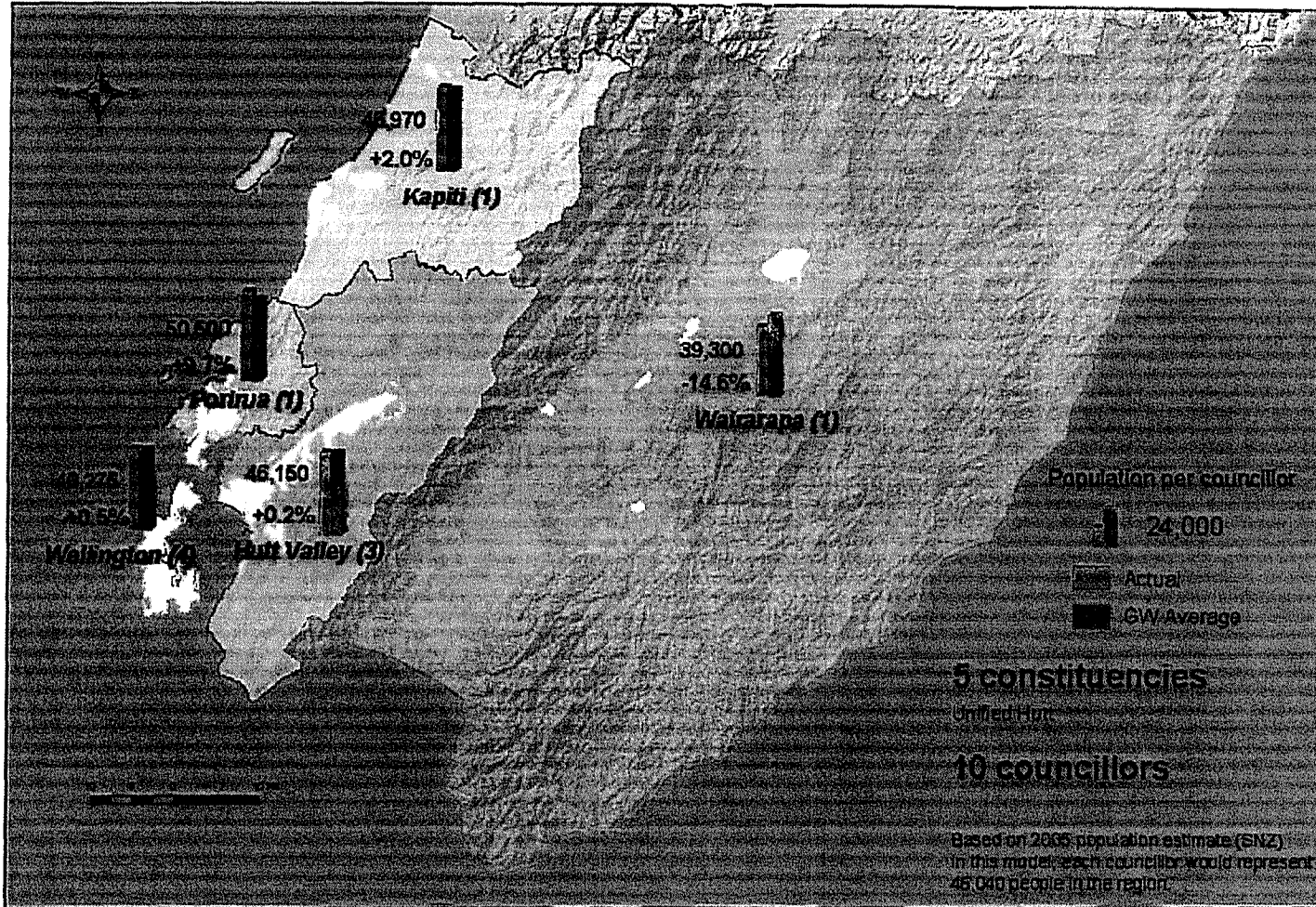


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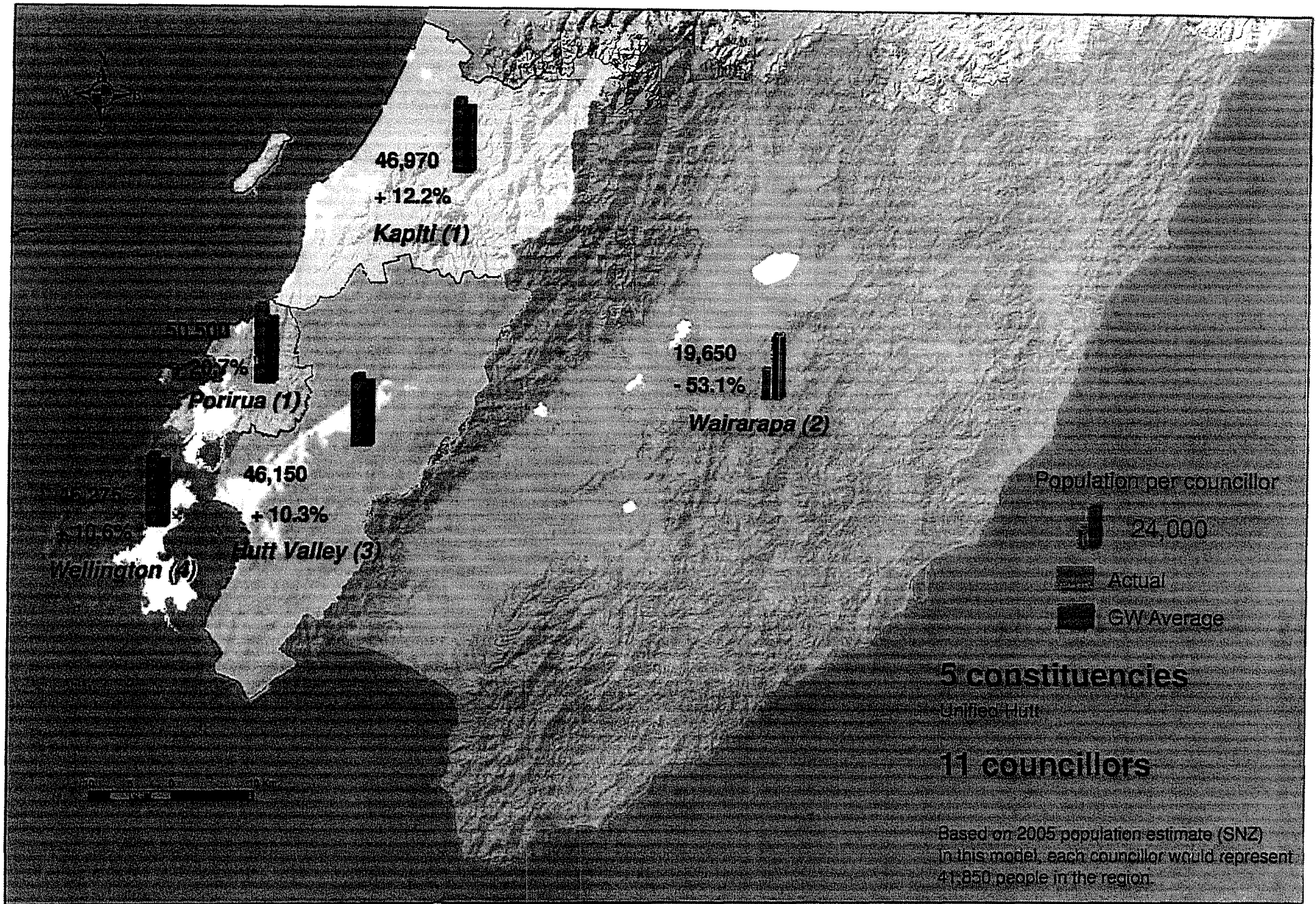


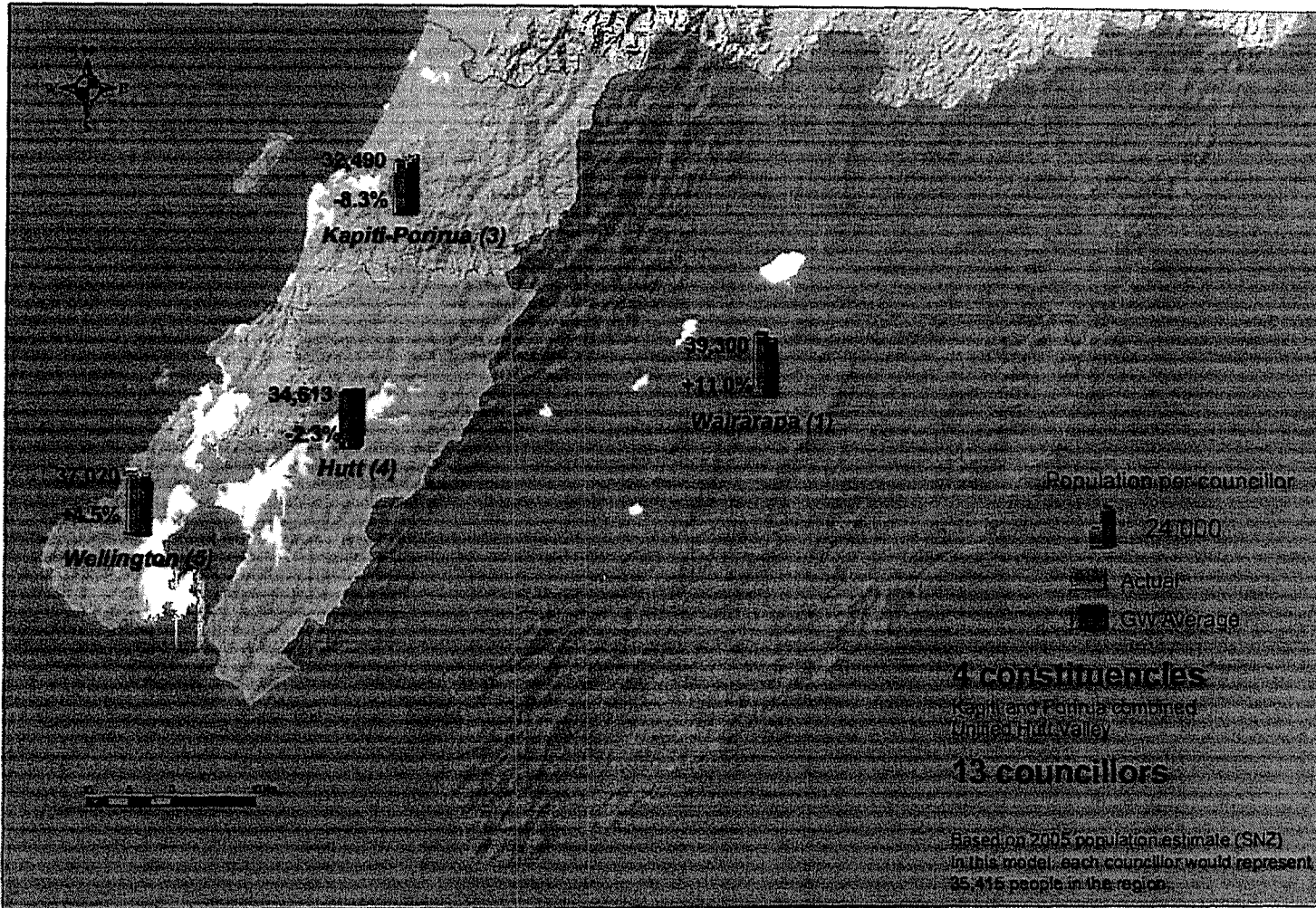
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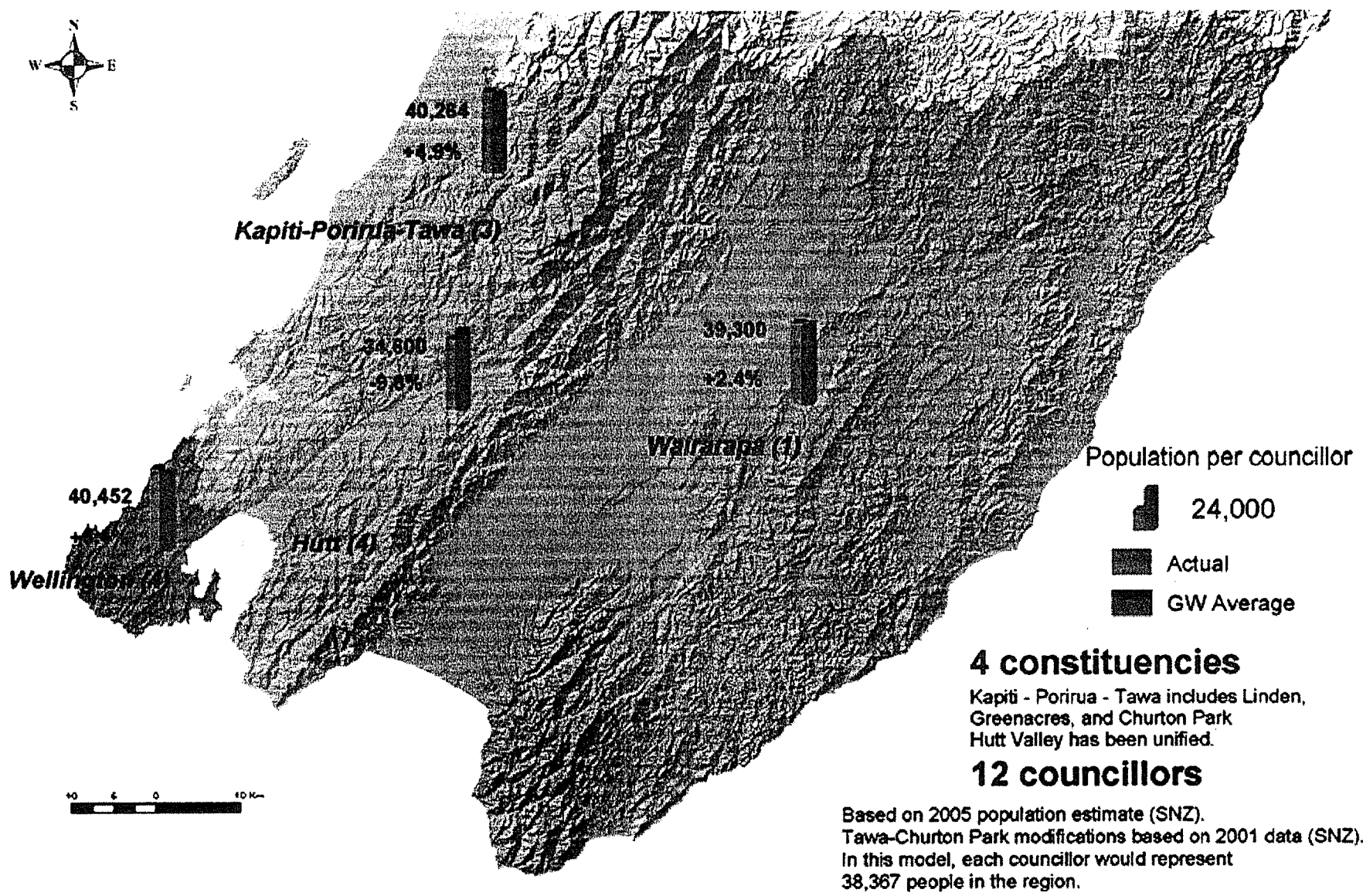
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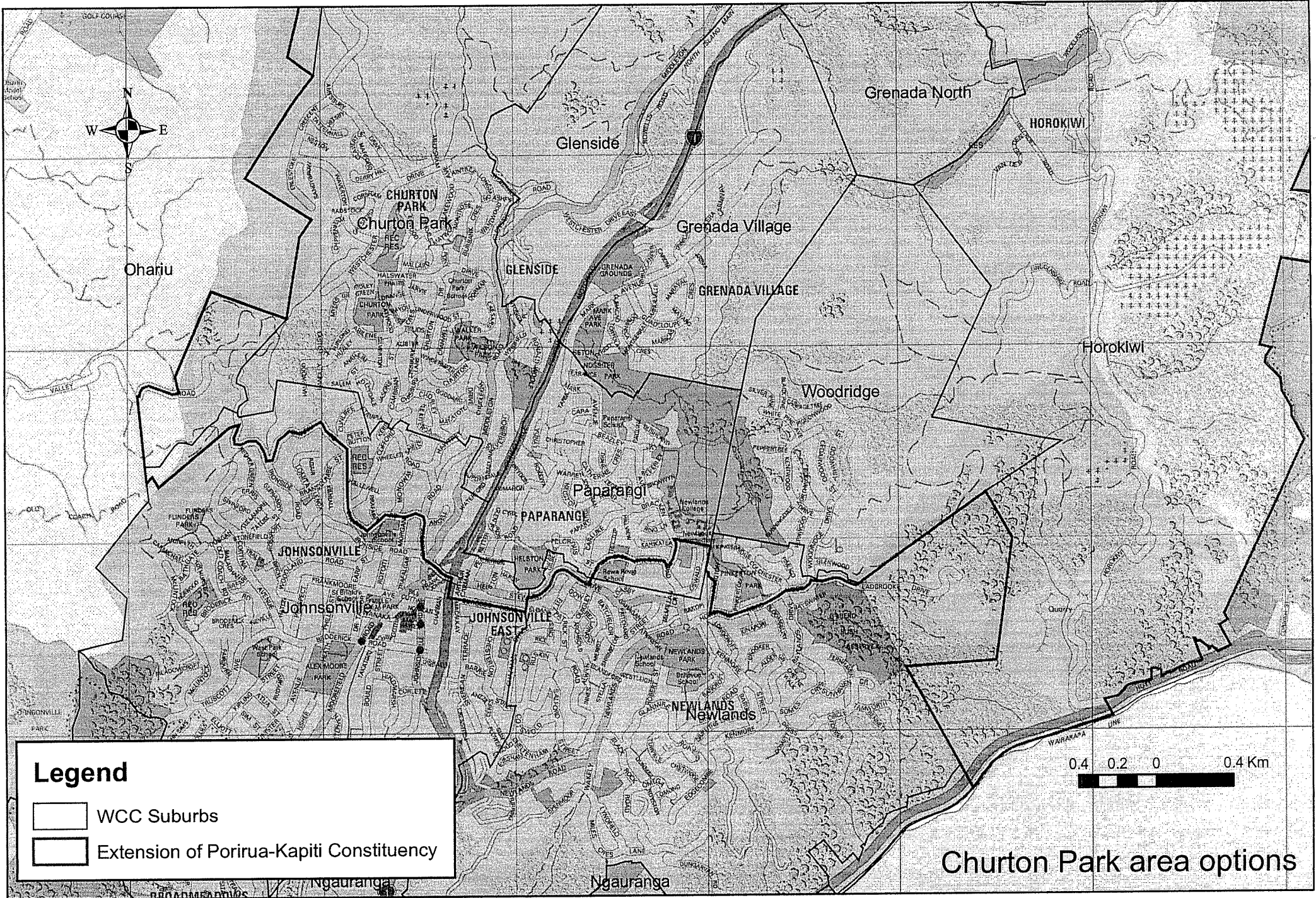




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Maps of other options



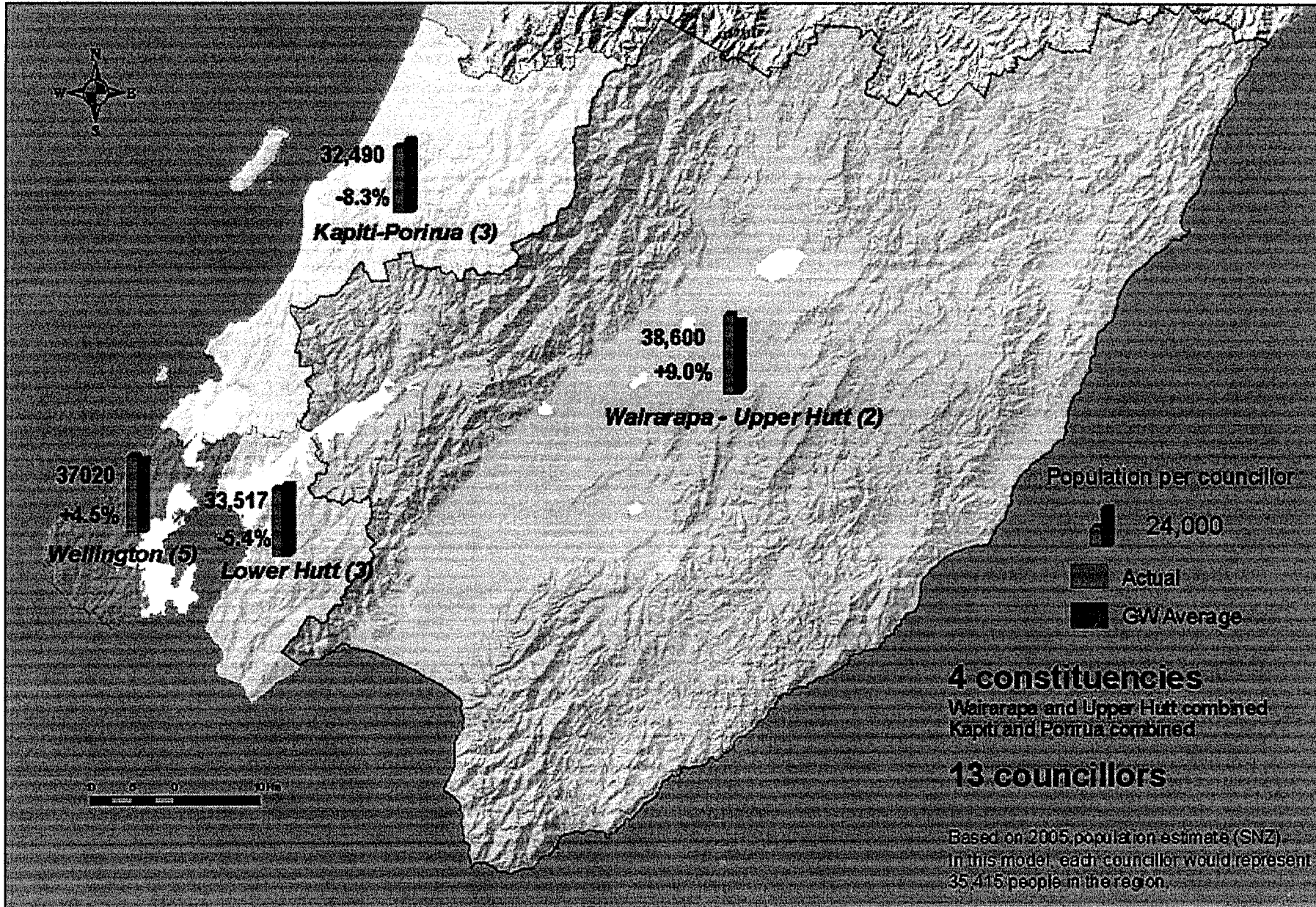


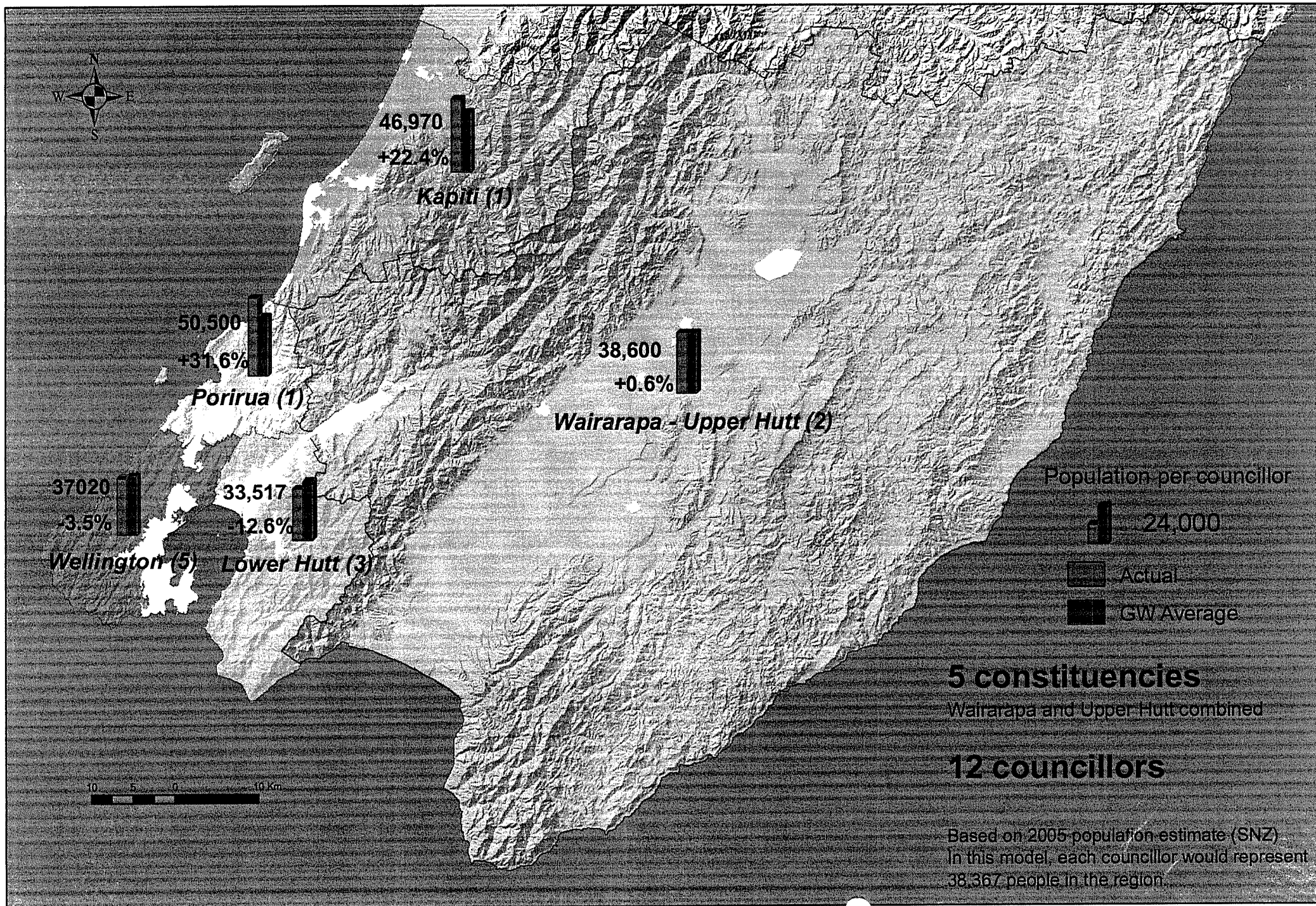
Legend

- WCC Suburbs
- Extension of Porirua-Kapiti Constituency



Churton Park area options





Population per councillor

24,000

Actual

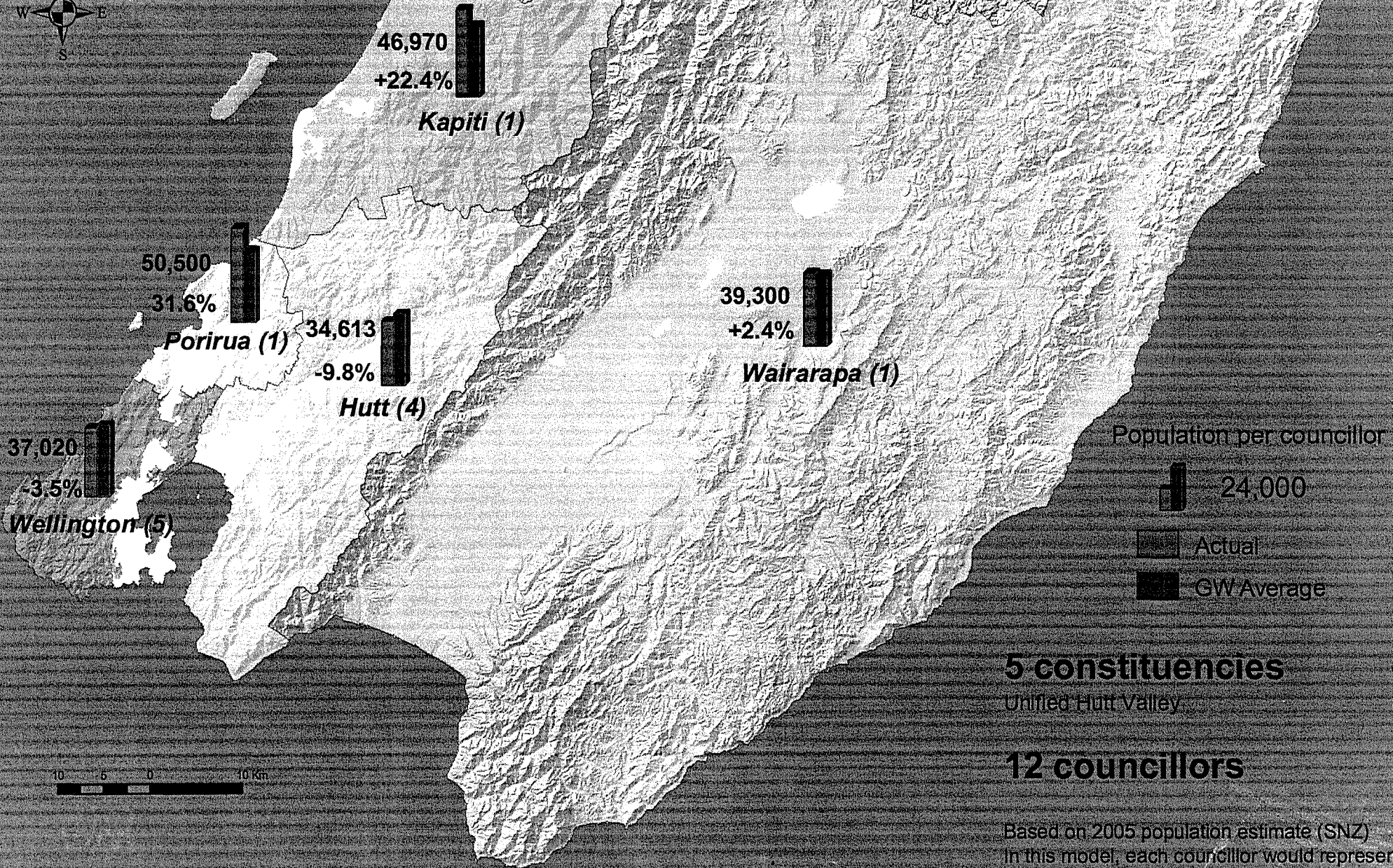
GW Average

5 constituencies
 Wairarapa and Upper Hutt combined

12 councillors

Based on 2005 population estimate (SNZ)
 In this model, each councillor would represent 38,367 people in the region.





Population per councillor



Actual
GW Average

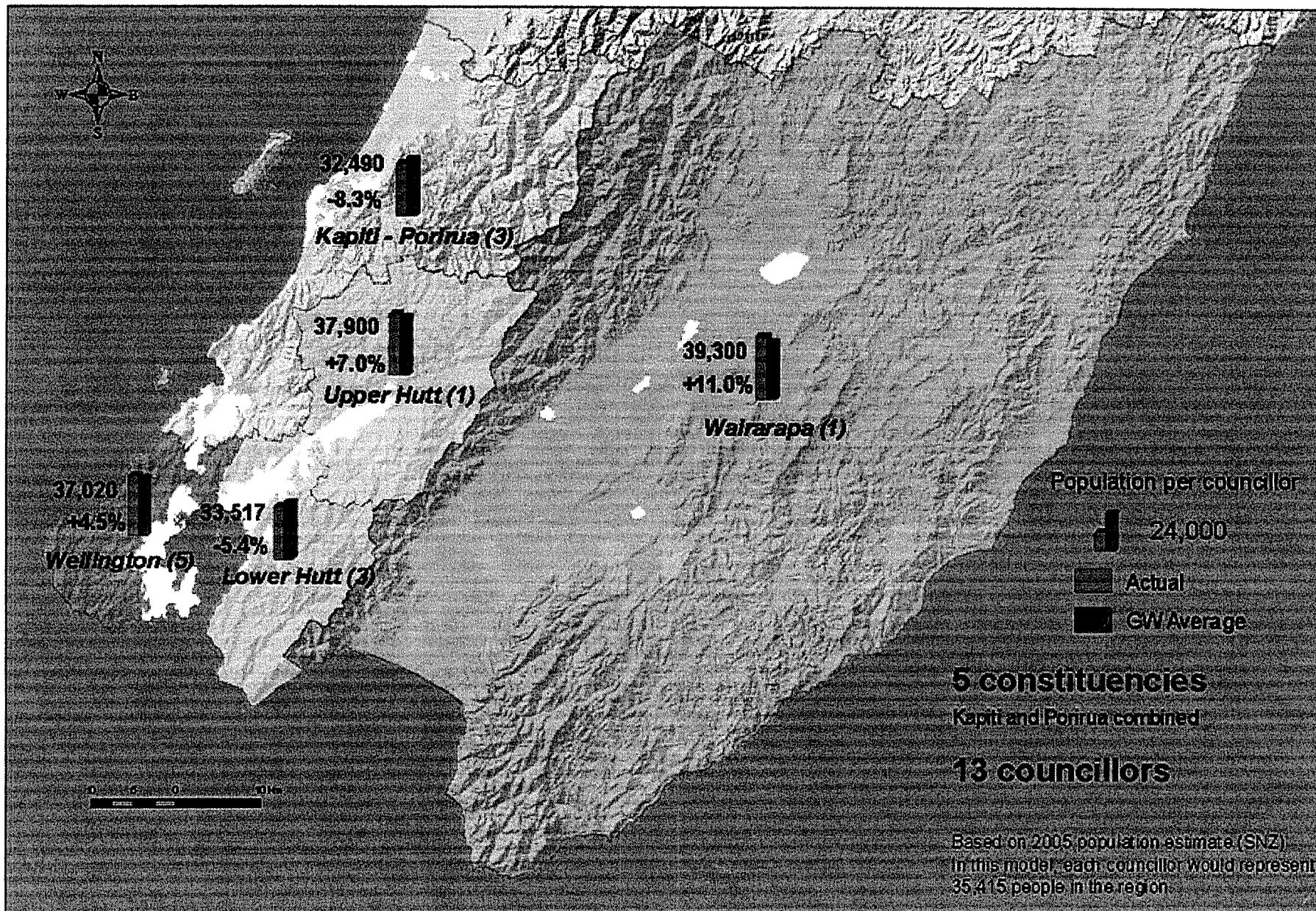
5 constituencies

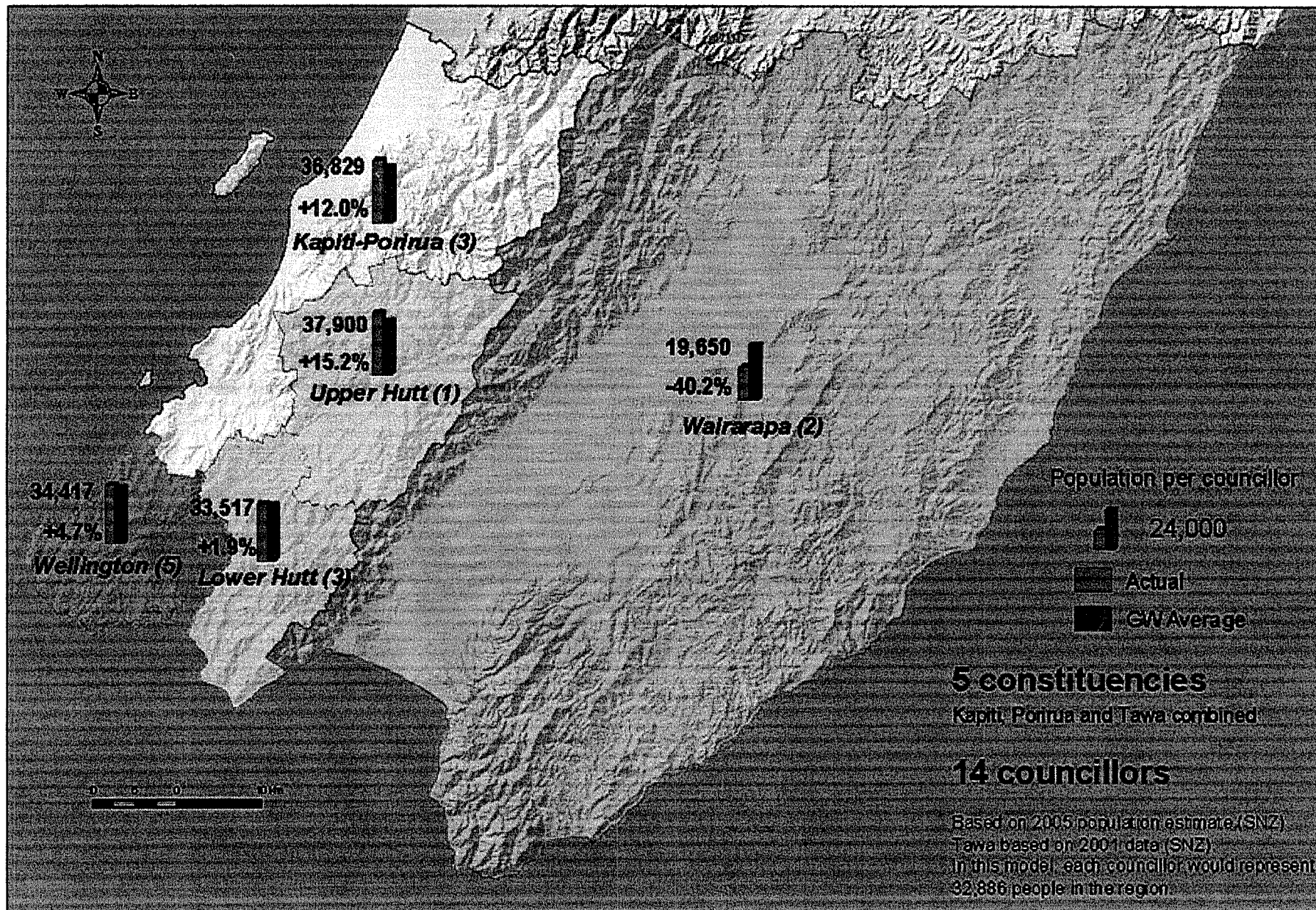
Unified Hutt Valley

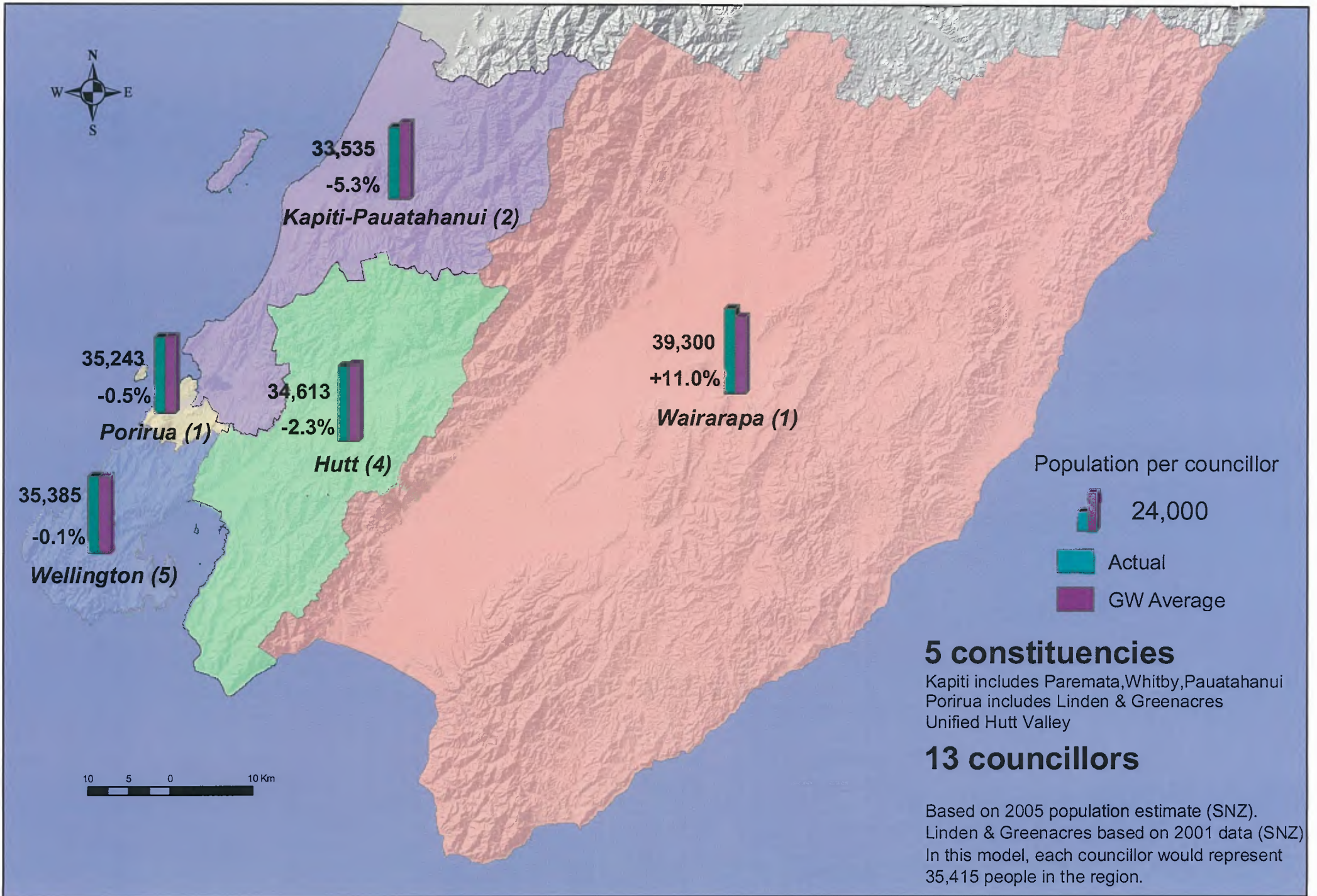
12 councillors

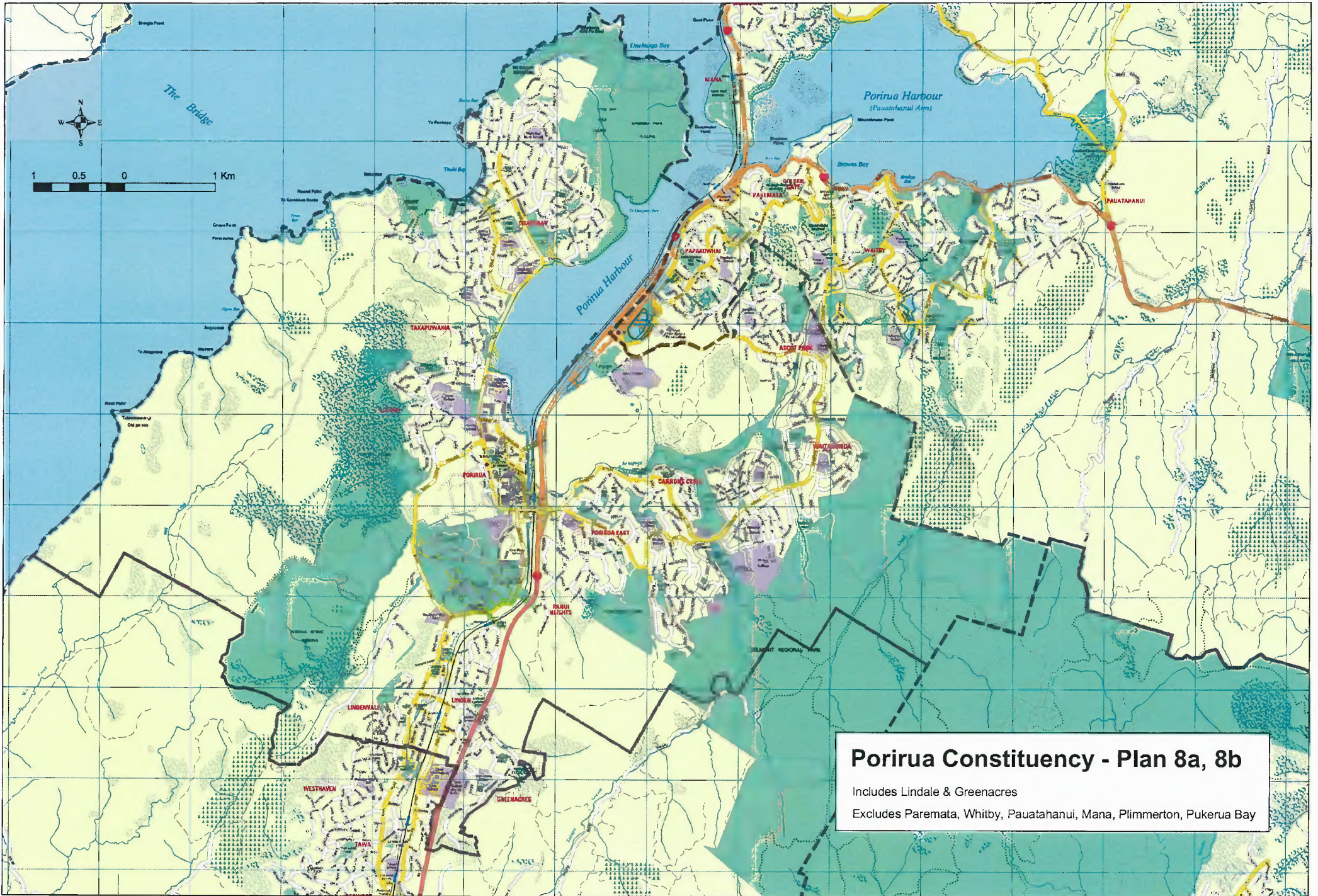
Based on 2005 population estimate (SNZ)
In this model, each councillor would represent 38,367 people in the region.



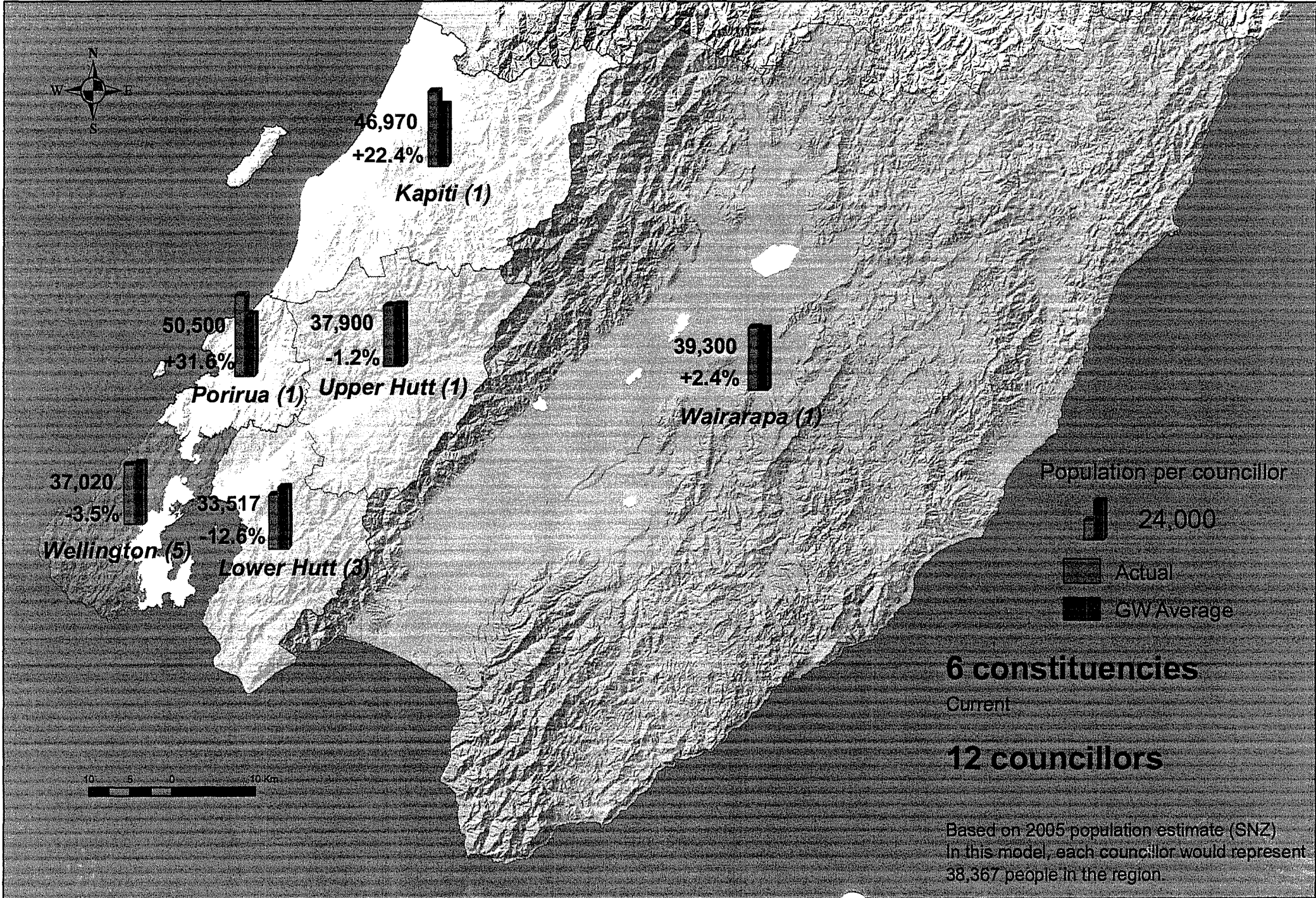


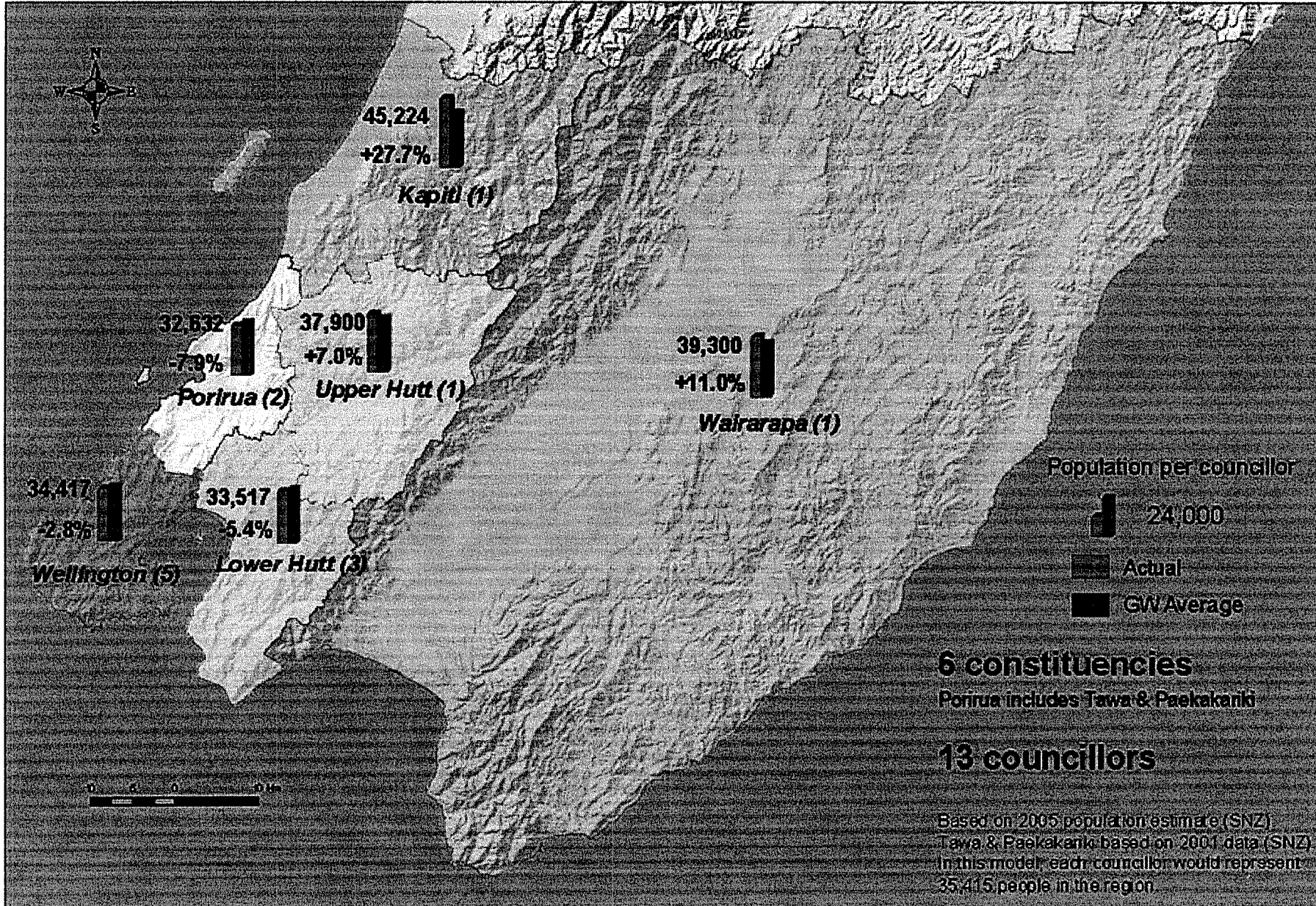


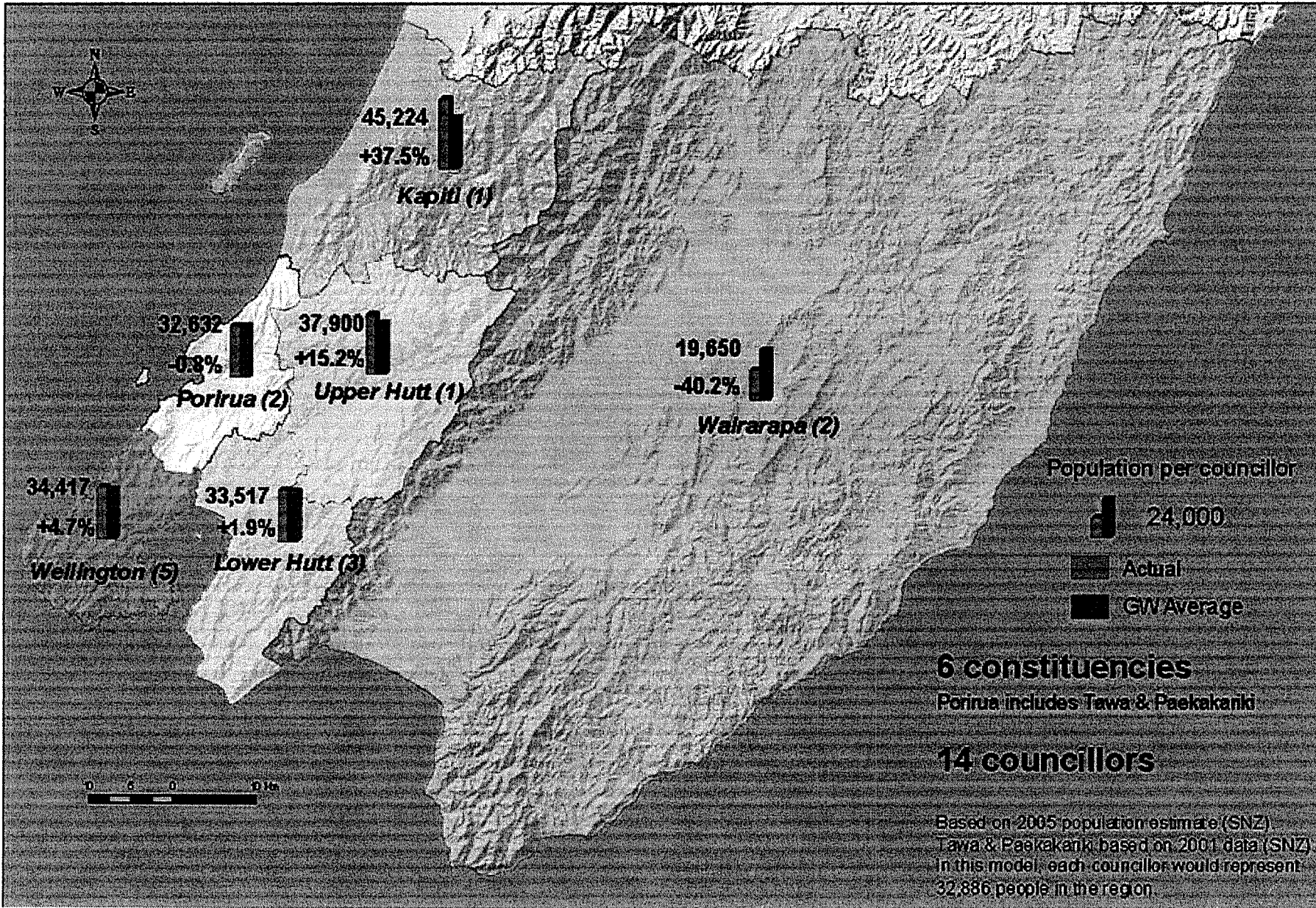


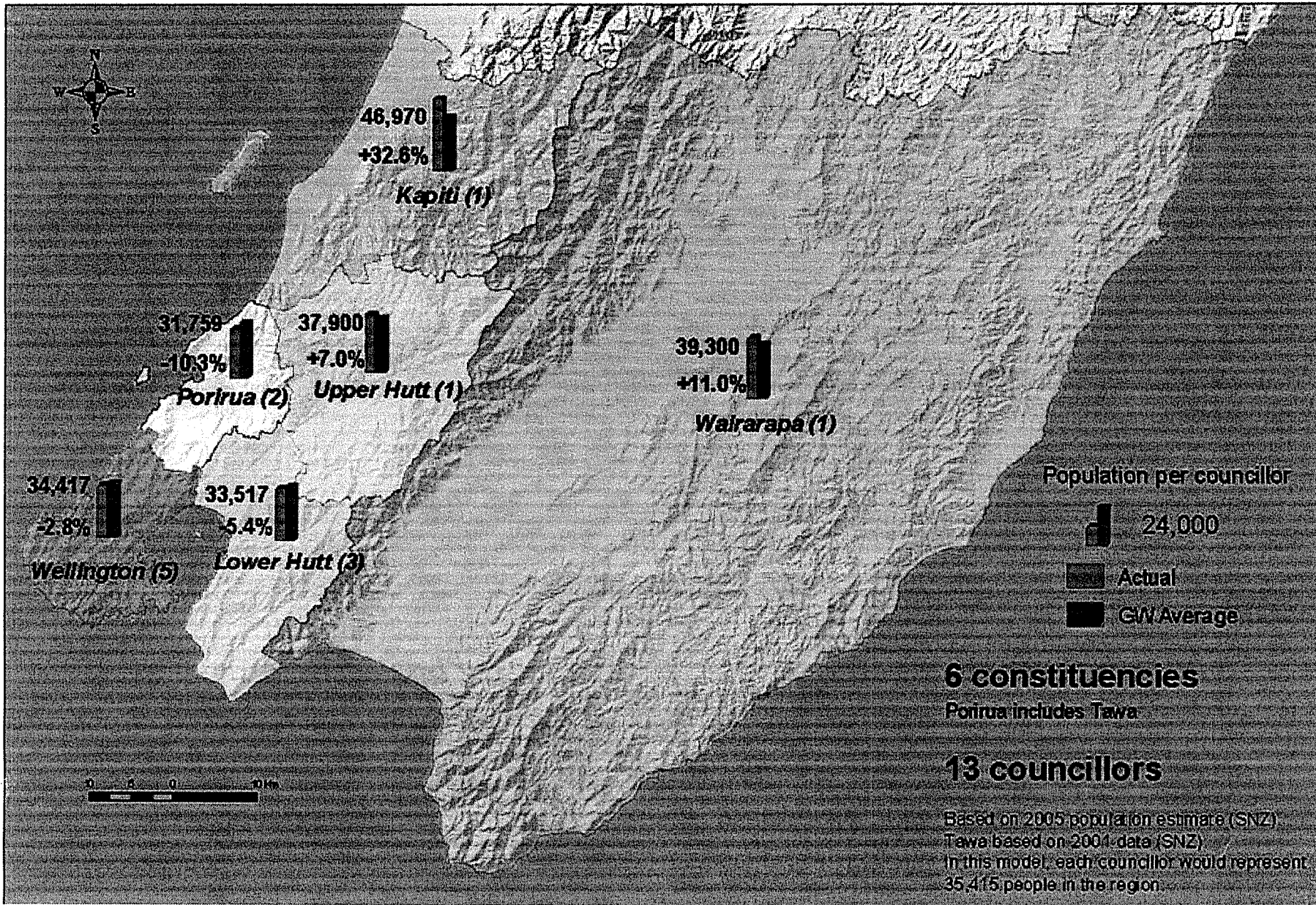


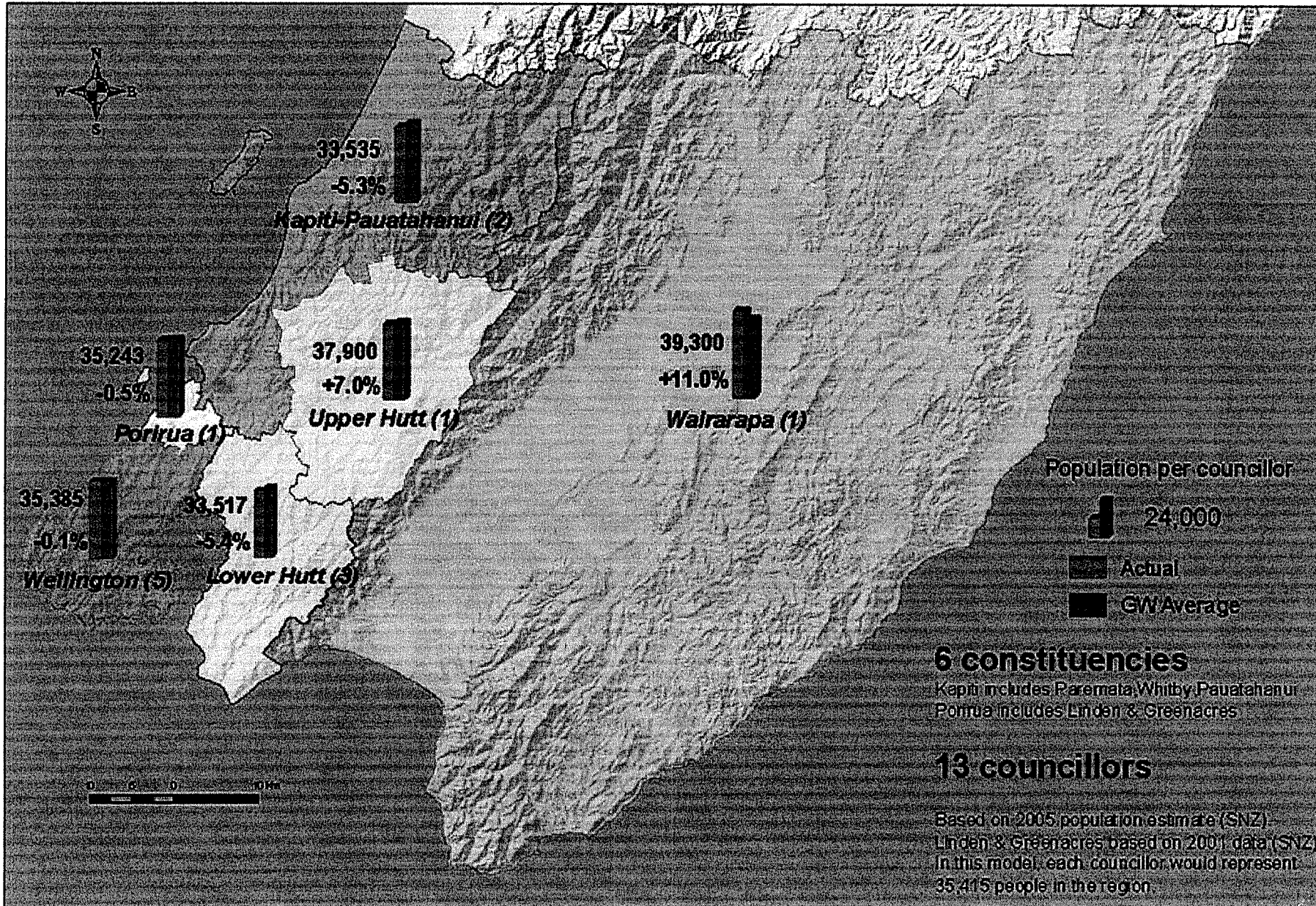
Porirua Constituency - Plan 8a, 8b
 Includes Lindale & Greenacres
 Excludes Paremata, Whitby, Pauatahanui, Mana, Plimmerton, Pukerua Bay

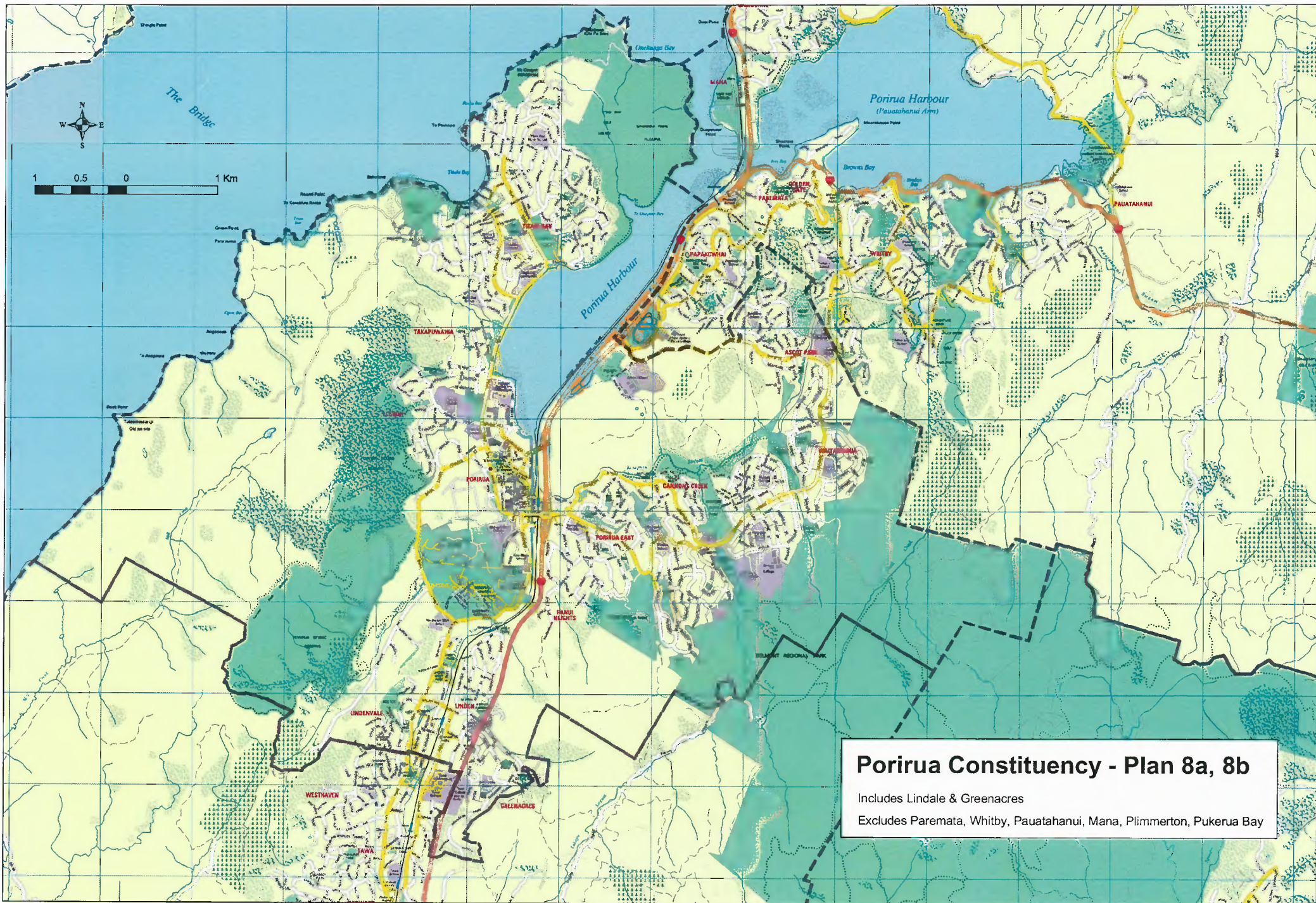


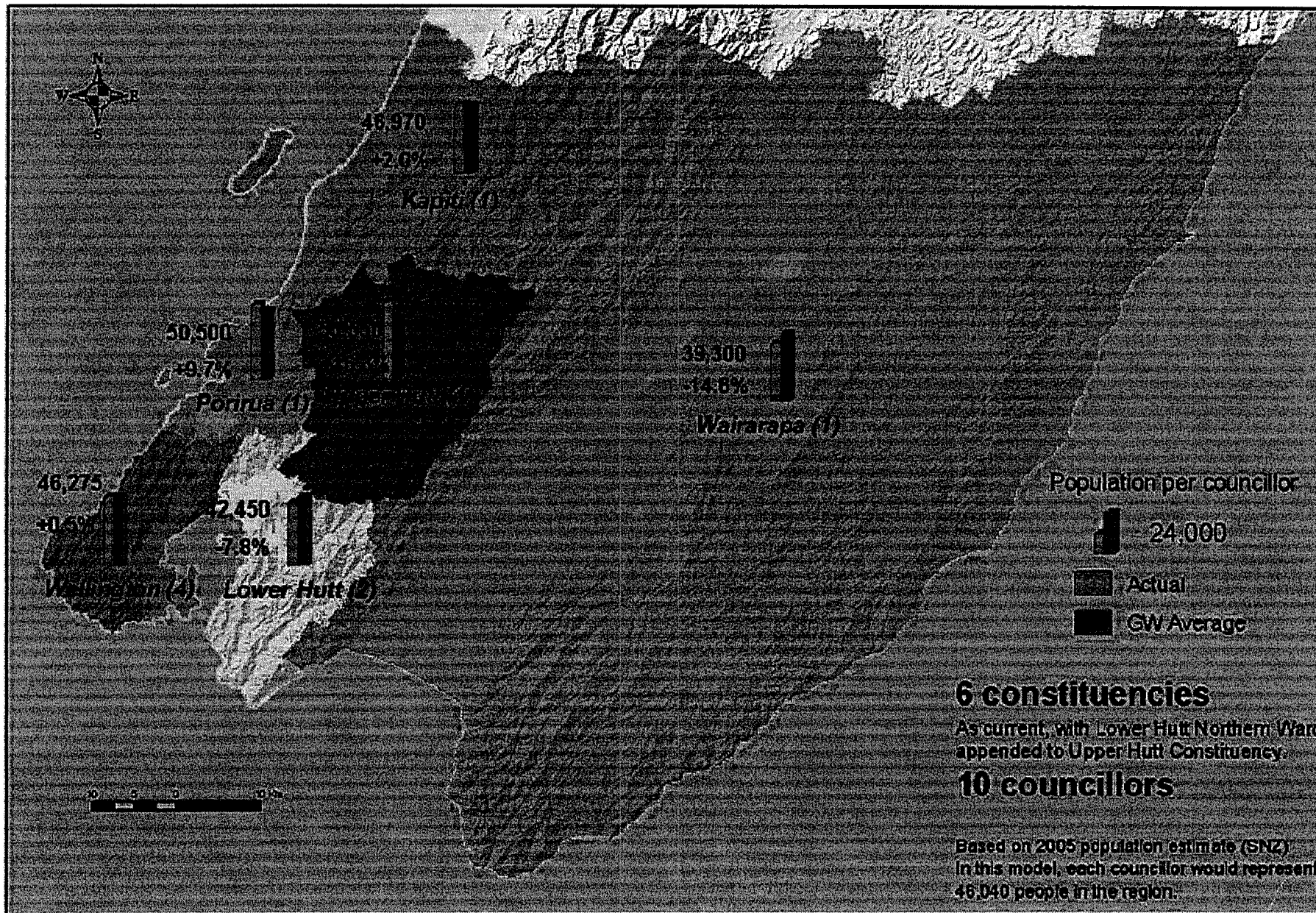


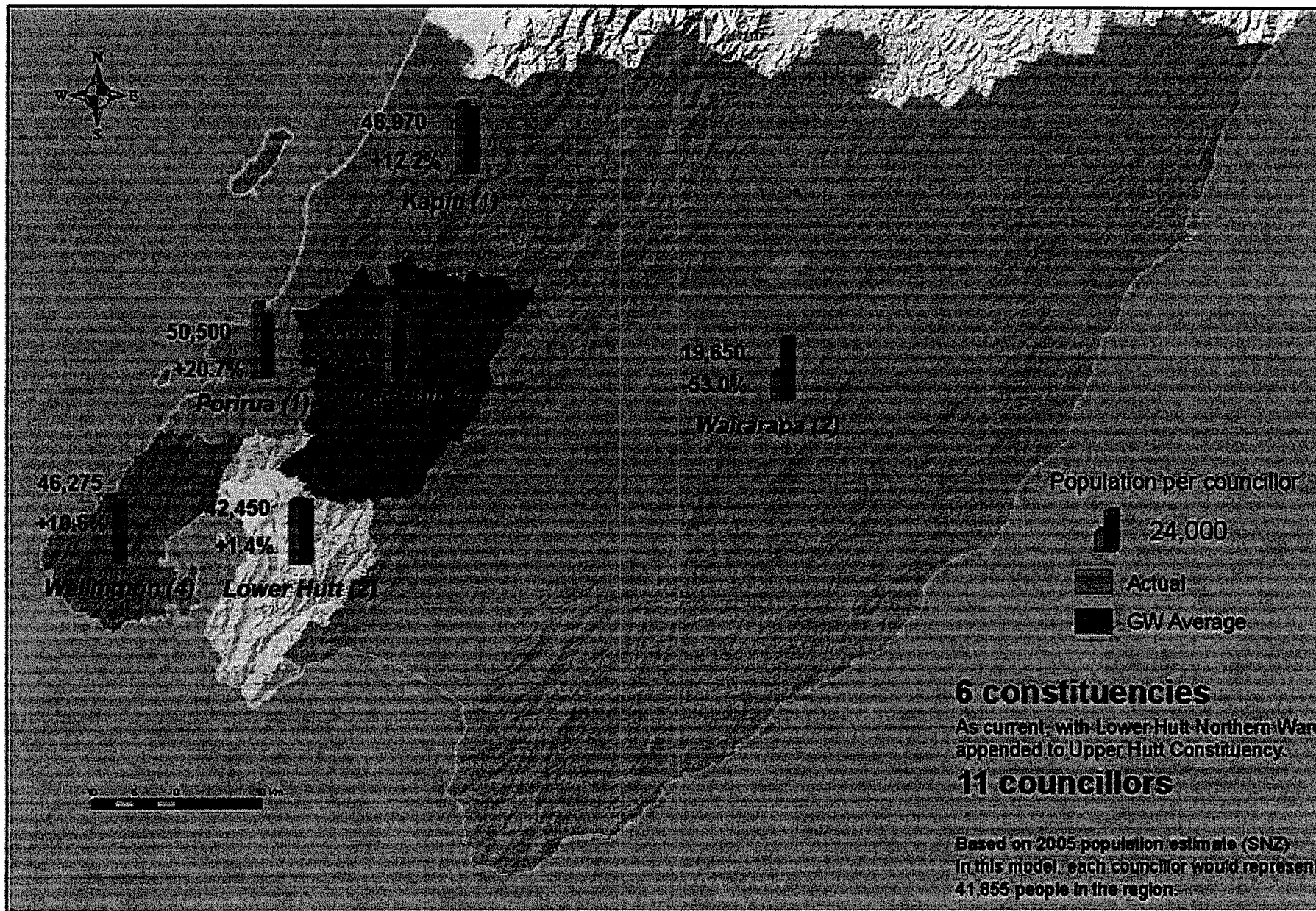


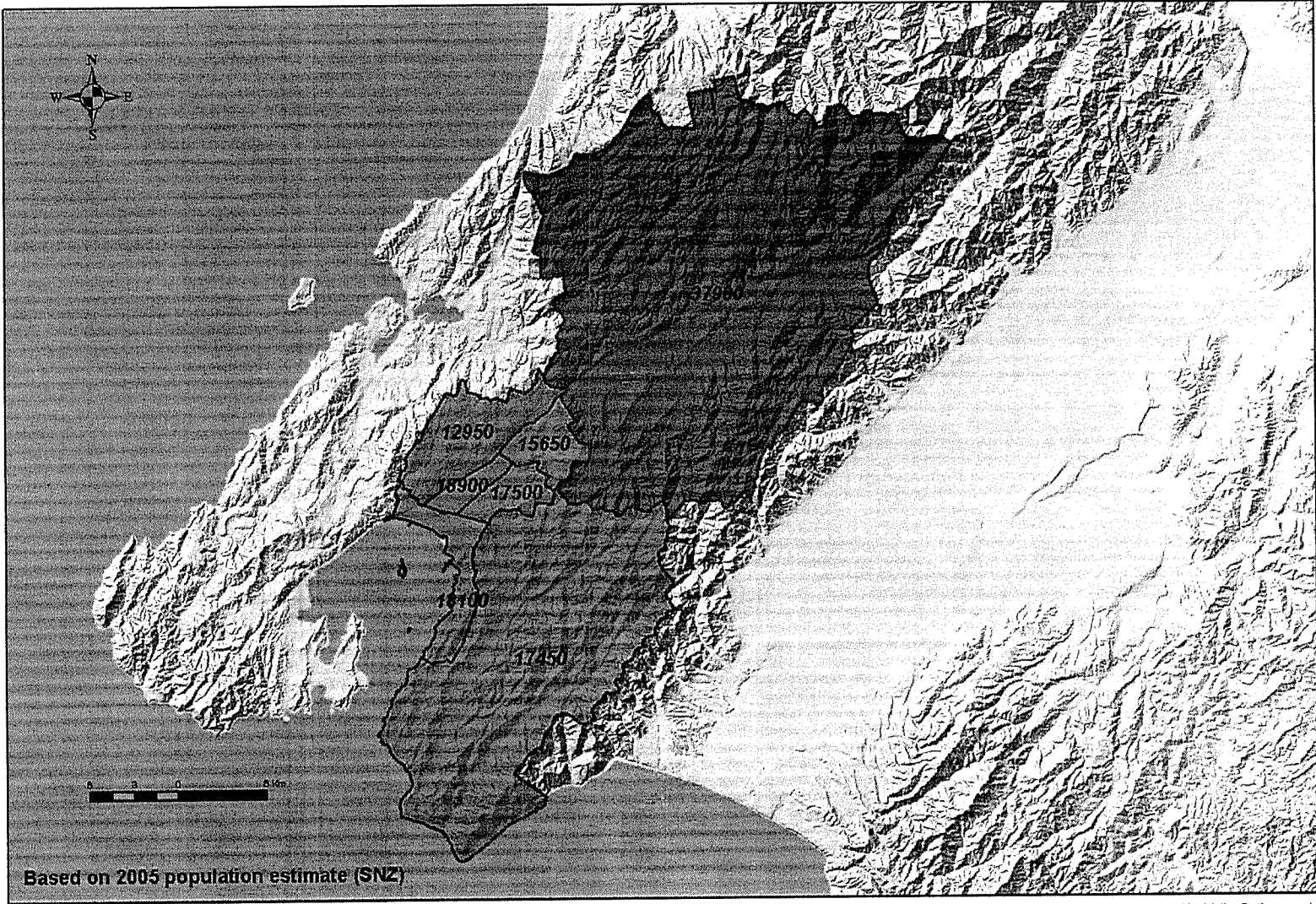




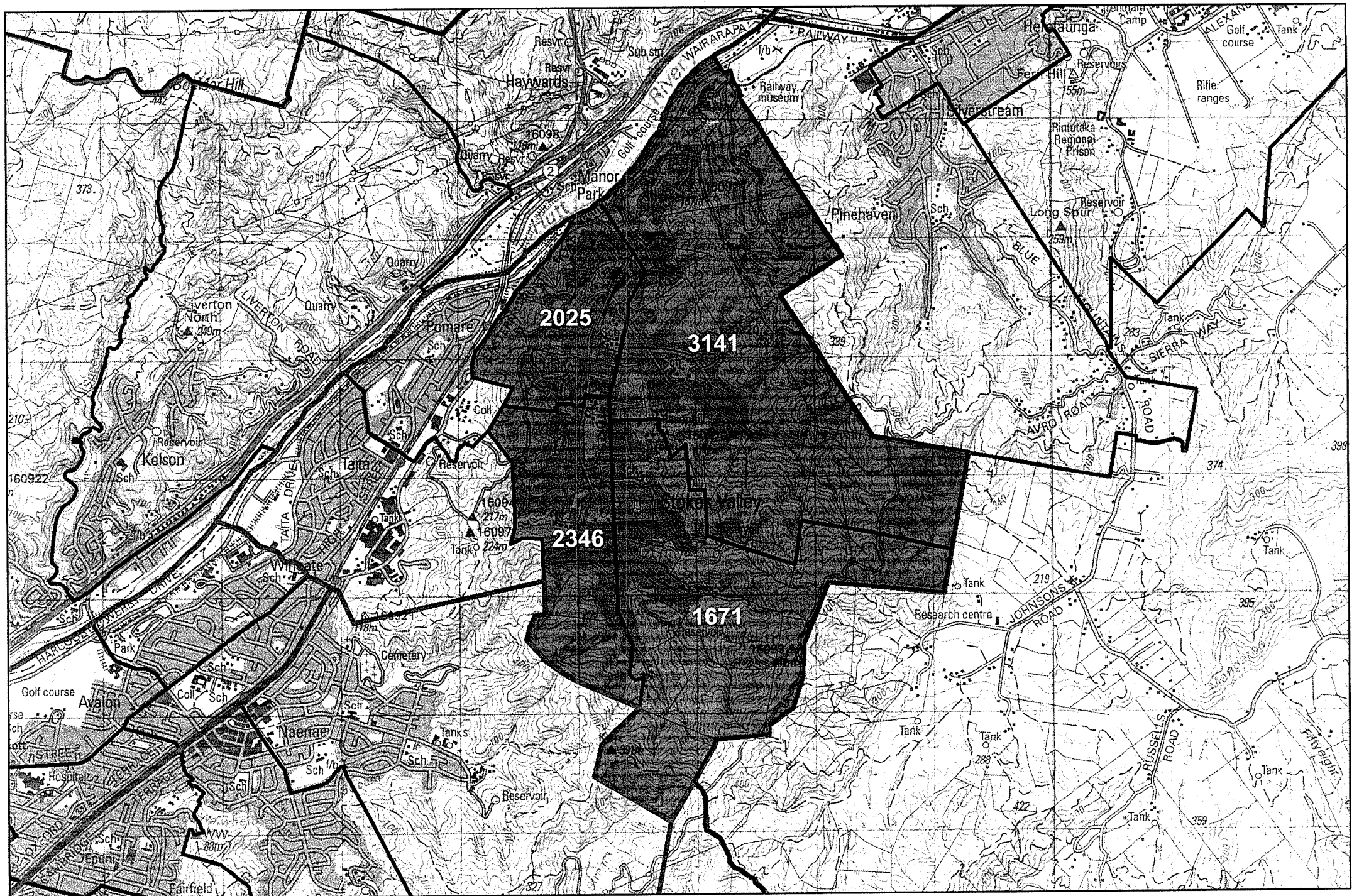






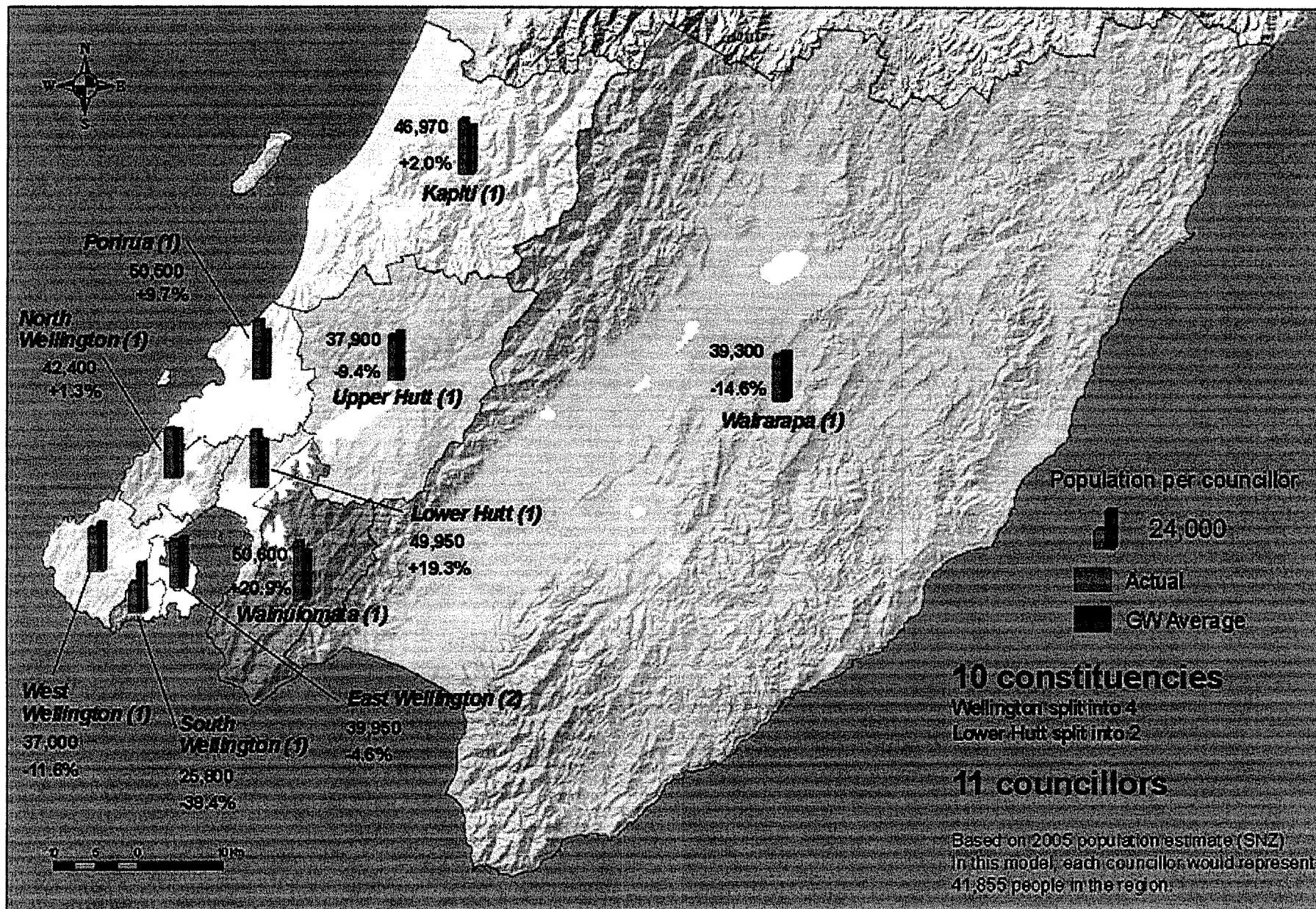


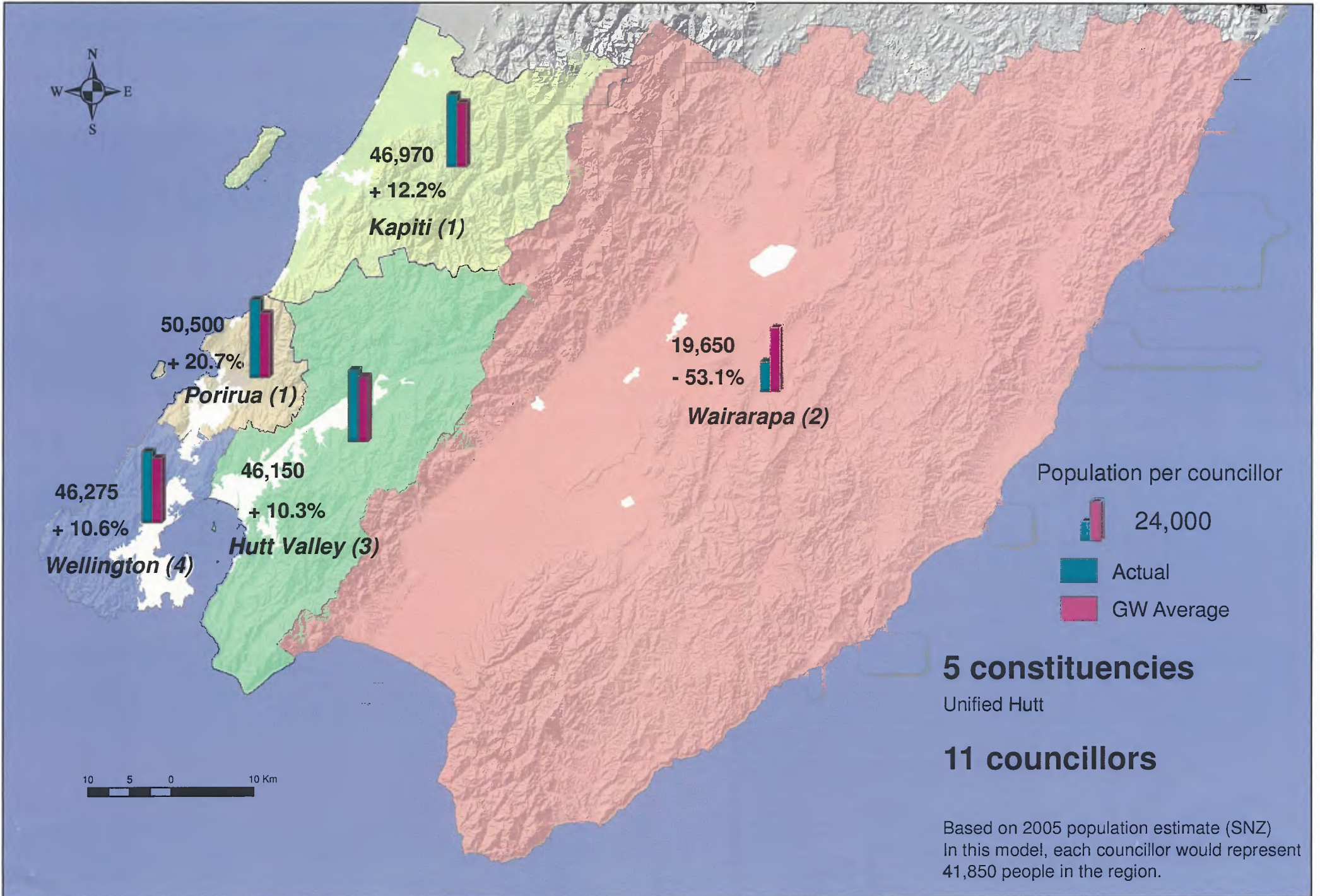
Based on 2005 population estimate (SNZ)



0 0.3 0.6 1.2 1.8 2.4 3 Kilometres

1:40,000





Public notice

Final proposal for Greater Wellington Regional Council's representation arrangements for the 2007 local elections

On 21 August and 1 September 2006, Greater Wellington Regional Council considered the submissions received on its initial proposal regarding the representation arrangements for the Council for the 2007 local elections.

The Council received 84 submissions on its initial proposal. Three were in favour of the proposal and 81 (two of which were petitions) were against the proposal. Submissions contained objections to various elements of the proposal, as follows:

- Fifty-one submissions opposed combining Upper Hutt and Lower Hutt to form one Hutt Valley constituency and requested separate constituencies and representation for Lower Hutt and Upper Hutt.
- Eighteen submissions opposed combining Kapiti with Porirua to form one large constituency and requested separate constituencies and representation for Kapiti and Porirua.
- Five submissions wanted a reduction to ten elected members.
- One submission supported any decrease in the number of elected members.
- Four submissions opposed two elected members from the Wairarapa constituency.
- Three submissions said that the Wairarapa and Upper Hutt had more in common than Upper Hutt and Lower Hutt.
- Two submissions requested one elected member for Kapiti, one elected member for Porirua and one elected member for the constituency at large.
- One submission suggested six constituencies with some members being elected from one of the six constituencies and others being elected from amalgamated constituencies.
- One submission suggested that elected members be elected from constituencies, and then each constituency be divided into separate wards with an elected member allocated to each ward.
- One submission said that the proposed Kapiti-Mana constituency should be called the Porirua-Kapiti constituency.

Having considered all of the objections raised in submissions, on 12 September 2006 the Council resolved to adopt the following arrangements as its final proposal:

Wellington constituency	Based on the current boundary of the Wellington City Council	5 elected members
Upper Hutt constituency	Based on the current boundary of the Upper Hutt City Council	1 elected member
Lower Hutt constituency	Based on the current boundary of the Hutt City Council	3 elected members
Porirua and Kapiti constituency	Based on joining the current boundaries of the Kapiti Coast District Council and Porirua City Council	3 elected members
Wairarapa constituency	Based on joining the current boundaries of South Wairarapa District Council, Carterton District Council and Masterton District Council, and the area of the Tararua District Council that is just South of the Owahanga River catchment	2 elected members

This amends the Council's initial proposal in the following ways:

- The proposed Hutt Valley constituency with four elected members is separated into two constituencies – the Upper Hutt constituency with one elected member and the Lower Hutt constituency with three elected members.
- The proposed Kapiti-Mana constituency is renamed as the Porirua and Kapiti constituency.

The Council considers that these changes are appropriate for the following reasons:

- The Wairarapa is a distinct community of interest and two elected members will ensure the effective representation of the Wairarapa community. The Wairarapa comprises a large land area (74% of the region) that is sparsely populated, which makes it logistically more time-consuming for elected members to engage with their constituents. It is important that elected members are able to have a close relationship with constituents, given the kind of activities the Council carries out in the Wairarapa, such as flood protection, biosecurity (1080) and soil conservation (planting and land retirement), which directly impact on many individual landowners to a great extent. The numerous river and catchment scheme meetings are the point at which elected members can engage face-to-face with the people that are being rated.
- A proposal that is based on 13 elected members, plus an additional member in the Wairarapa constituency (14 elected members in total), ensures that there is relative homogeneity in terms of the number of people per elected member across the whole region. A proposal that comprises ten members, plus an additional member in the Wairarapa constituency (11 elected members in total), would result in significant differences in the number of people per elected member across parts of the region.
- While the Council contends that the different needs of separate communities of interest could be represented in the regional context by members elected from the merged Hutt Valley constituency, it acknowledges that this would largely depend on the individuals who were elected e.g. how dedicated they are, how much effort and time they put in to representing the views of those across the entire constituency and how open they are to others' views. A strong case was made by submitters that separate communities of interest would be best served by a separate constituency, as this would guarantee at least one representative is elected from their area.
- While the Council had identified many aspects that align Kapiti and Porirua in a regional council context when it decided on its initial proposal, submitters feel strongly that there are numerous differences which make Kapiti and Porirua separate communities of interest.
- While the Council generally agrees with submitters' comments on separate constituencies for Kapiti and Porirua, after exploring all the possible representation options, the Council has concluded that no representation option can accommodate having separate Kapiti and Porirua constituencies if the Council is to make every effort to comply with the requirements set out in the Local Electoral Act 2001 and provide for the effective representation of the Wairarapa.
- While the Council had identified many aspects that align Upper Hutt and Lower Hutt in a regional council context when it decided on its initial proposal, submitters feel strongly that there are numerous differences which make Upper Hutt and Lower Hutt separate communities of interest.
- The Council generally agrees with submitters' comments on separate constituencies for Upper Hutt and Lower Hutt, and notes that this can be achieved without compromising the effective representation of the Wairarapa and the Council's efforts to comply as best it can with the requirements set out in the Local Electoral Act 2001.
- The constituency name of Porirua and Kapiti would be a more appropriate name for the merged constituency because:
 - most people know the area as Porirua, not Mana
 - Porirua should go first as they have the largest population
 - The word "and" signifies that there are two communities in the one constituency.

The Council rejected the other matters raised in submissions for the following reasons:

- There are a number of key differences which clearly define Upper Hutt and the Wairarapa as separate communities of interest, including:
 - The areas are physically divided by a mountain range.
 - They have different natural features. Upper Hutt is in a valley and is land-locked. The Wairarapa comprises wide, open plains which end at the coast.
 - Upper Hutt is predominantly urban and, while it has a rural flavour, there are a high proportion of life-style blocks. Unlike the Wairarapa, a large part of Upper Hutt's economy does not rely on its rural sector.
 - The Wairarapa has other aspects that differentiate it further from Upper Hutt, such as its viticulture. It is also marketed as a holiday destination and there are a growing number of boutique hotels, eateries and shops to support this industry.
- Under the Local Electoral Act 2001 there is no provision for regional councils to hold at large elections (either within a single constituency or for the Council as a whole), or to divide constituencies into separate wards with an elected member allocated to each ward.

One submission also requested that the Council review the arrangements again in three years time because of the population growth that is likely to occur in the Wellington constituency. The matter of whether or not another review will be undertaken for the 2009 local elections will be put before Council in 2008.

Appeals and objections

Any person who made a submission on the Council's initial proposal may lodge an appeal against the Council's decision. An appeal must relate to the matters raised in that person's submission.

Any person who objects to the final proposal may lodge an objection to the Council's final proposal. Any objection must identify the matters to which the objection relates.

Appeals and objections must be made in writing and be forwarded to Greater Wellington Regional Council, 142 Wakefield Street, Wellington, fax: 04 384 5023, email: amy.norris@gw.govt.nz

Objections and appeals must be received by Council no later than 5.00pm on 27 October 2006.



Population certificates

17 November 2006

Ms Amy Norrish
Greater Wellington Regional Council
PO Box 11 646
WELLINGTON

Dear Ms Norrish

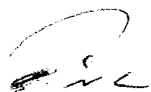
Certificate of Population at 30 June 2005

In response to your request of 28 September 2006, I enclose a certificate carrying the estimated resident population of Wellington Region and its proposed constituencies, at 30 June 2005.

Census usually resident population counts from the 2001 Census of Population and Dwellings provide the population base for deriving post-censal estimated resident populations, which have traditionally been used by district/city planners for delineating ward boundaries, and for other related applications.

An invoice to cover the costs of providing this population certificate will be sent to you separately.

Yours sincerely



Brian Pink
Government Statistician

POPULATION CERTIFICATE
LOCAL ELECTORAL AMENDMENT ACT 2002

PART 1A (19X):

I hereby certify that under Part 1A (19X) of the Local Electoral Amendment Act 2002, the estimated resident population of Wellington Region and its proposed constituencies, at 30 June 2005, is as set out below:

Estimated Resident Population
For proposed constituencies in Wellington Region
At 30 June 2005

Constituency	Number
Kapiti - Porirua	97,500
Lower Hutt	100,500
Upper Hutt	37,900
Wairarapa	39,300
Wellington	185,200
Wellington Region	460,400

Source: Statistics New Zealand

Notes:

- (1) The estimated resident population is based on the 2001 census usually resident population count with adjustments for residents missed or counted more than once by the census (net census undercount), and for residents temporarily overseas on census night. The estimated resident population for 2005 was obtained by updating the base population at 30 June 2001 for births, deaths, permanent and long-term migration and estimated internal migration during the ensuing period.
- (2) The figures in this table have been rounded according to Statistics New Zealand's standard rules for subnational estimates:
 - (i) Populations of less than 10,000 are rounded to the nearest 10;
 - (ii) Populations of 10,000 or greater, but less than 20,000 are rounded to the nearest 50;
 - (iii) Populations of 20,000 or greater are rounded to the nearest 100.
- (3) Individual figures may not sum to stated totals due to rounding.



Brian Pink
Government Statistician

Statistics New Zealand
WELLINGTON

17 November 2006

09 JUN 2006



6 June 2006

Ms Amy Norrish
Greater Wellington Regional Council
PO Box 11 646
WELLINGTON

Dear Ms Norrish

Certificate of Population at 30 June 2005

In response to your request of 6 June 2006, I enclose a certificate carrying the estimated resident population of Wellington Region and its proposed constituencies, at 30 June 2005.

Census usually resident population counts from the 2001 Census of Population and Dwellings provide the population base for deriving post-censal estimated resident populations, which have traditionally been used by district/city planners for delineating ward boundaries, and for other related applications.

An invoice to cover the costs of providing this population certificate will be sent to you separately.

Yours sincerely



Geoff Bascand
Acting Government Statistician

FILE REF:	
E / 01 / 04 / 01	
Doc No. 347005	
Referred to	Date/In
A Norrish	(P)

POPULATION CERTIFICATE
LOCAL ELECTORAL AMENDMENT ACT 2002

PART 1A (19X):

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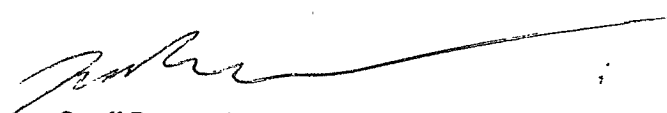
Estimated Resident Population
For proposed constituencies in Wellington Region
At 30 June 2005

Constituency	Number
Kapiti - Porirua	97,500
Lower Hutt - Upper Hutt	138,400
Wairarapa	39,300
Wellington	185,200
Wellington Region	460,400

Source: Statistics New Zealand

Notes:

- (1) The estimated resident population is based on the 2001 census usually resident population count with adjustments for residents missed or counted more than once by the census (net census undercount), and for residents temporarily overseas on census night. The estimated resident population for 2005 was obtained by updating the base population at 30 June 2001 for births, deaths, permanent and long-term migration and estimated internal migration during the ensuing period.
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 - (i) Populations of less than 10,000 are rounded to the nearest 10;
 - (ii) Populations of 10,000 or greater, but less than 20,000 are rounded to the nearest 50;
 - (iii) Populations of 20,000 or greater are rounded to the nearest 100.
- (3) Individual figures may not sum to stated totals due to rounding.


Geoff Bascand
Acting Government Statistician
Statistics New Zealand
WELLINGTON

6 June 2006

Other information

Timetable for Greater Wellington's Representation Review Process

Date	Task	Meeting/Workshop
March – May 2006	To look at the following matters: <ul style="list-style-type: none"> • Legal requirements of the representation review • Communities of interest in the Wellington region and possible representation options to be explored • Public consultation options 	Three workshops for Representation Review Subcommittee members
2 May 2006	Seek the views of key stakeholders on some of the possible representation options explored by Representation Review Subcommittee members to date	Key stakeholder meeting
19 May 2006	Look at key representation options and decide on initial proposal to recommend to Council	Representation Review Subcommittee meeting
1 June 2006	Decide on Council's initial proposal	Council meeting
14 June 2006	Public notice of initial proposal and submission process	
4 August 2006	Submissions close	
21 August 2006	Consider written and oral submissions	Representation Review Subcommittee meeting
30 August 2006	To recap on points raised by submitters and to outline the final representations options that officers will put to the Subcommittee for their consideration on 1 September	Workshop for Representation Review Subcommittee members
1 September 2006	Decide on final proposal to recommend to Council	Representation Review Subcommittee meeting
12 September 2006	Final proposal	Council meeting

15 September 2006	Public notice on final proposal and appeal/objection process	
27 October 2006	Close of appeals/objections on final proposal	
November 2006	Forward objections/appeals and other required information to the Local Government Commission	
1 December 2006	Receive and note appeals/objections	Representation Review Subcommittee
14 December 2006	Receive and note appeals/objections	Council meeting
18 December 2006	Hearings on the Council's final proposal	Local Government Commission
11 April 2007	Determination of Local Government Commission by this date and placed on the Council's website	



Final proposal for Greater Wellington Regional Council's representation arrangements for the 2007 local elections

On 21 August and 1 September 2006, Greater Wellington Regional Council considered the submissions received on its initial proposal regarding the representation arrangements for the Council for the 2007 local elections.

The Council received 84 submissions on its proposal. Three submissions were in favour of the proposal and 81 (two of which were petitions) were against the proposal. Having considered all of the objections raised in submissions, on 12 September 2006 the Council resolved to adopt the following arrangements as its final proposal:

Wellington constituency	Based on the current boundary of the Wellington City Council	5 elected members
Upper Hutt constituency	Based on the current boundary of the Upper Hutt City Council	1 elected member
Lower Hutt constituency	Based on the current boundary of the Hutt City Council	3 elected members
Porirua and Kapiti constituency	Based on joining the current boundaries of the Kapiti Coast District Council and Porirua City Council	3 elected members
Wairarapa constituency	Based on joining the current boundaries of South Wairarapa District Council, Carterton District Council and Masterton District Council, and the area of the Tararua District Council that is just South of the Owahanga River catchment	2 elected members

This amends the Council's initial proposal in the following ways:

- The proposed Hutt Valley constituency with four elected members is separated into two constituencies
 - the Upper Hutt constituency with one elected member and the Lower Hutt constituency with three elected members.
- The proposed Kapiti-Mana constituency is renamed as the Porirua and Kapiti constituency.

You can find further information about the key objections to our initial proposal and why the Council chose its final proposal on our website www.gw.govt.nz or by contacting Amy Norrish.

Appeals and objections

Any person who made a submission on the Council's initial proposal may lodge an appeal against the Council's decision. An appeal must relate to the matters raised in that person's submission.

Any person who objects to the final proposal may lodge an objection to the Council's final proposal. Any objection must identify the matters in the amended proposal to which the objection relates.

Appeals and objections must be made in writing and be forwarded to: Greater Wellington Regional Council, 142 Wakefield Street, Wellington, fax: 04 384 5023, email: amy.norrish@gw.govt.nz

Objections and appeals must be received by Council no later than 5.00pm on 27 October 2006.



greater WELLINGTON
REGIONAL COUNCIL

Invitation to submit on Greater Wellington Regional Council's proposed representation arrangements

Summary of proposed representation arrangements

Pursuant to sections 191 and 19M of the Local Electoral Act 2001, Greater Wellington Regional Council gives public notice of its proposed representation arrangements. It is proposed that Greater Wellington Regional Council's representation arrangements comprise four constituencies and 14 elected members, as set out in the following table and map.

Constituency	Constituency boundary	No. of members
Wellington Constituency	This constituency boundary is based on the current boundary of the Wellington City Council.	5
Hutt Valley Constituency	This constituency boundary is based on joining the current boundaries of the Hutt City Council and Upper Hutt City Council.	4
Kapiti-Mana Constituency	This constituency boundary is based on joining the current boundaries of the Kapiti Coast District Council and Porirua City Council.	3
Wairarapa Constituency	This constituency boundary is based on joining the current boundaries of South Wairarapa District Council, Carterton District Council and Masterton District Council, and the area of the Tararua District Council that is just South of the Owhanga River catchment.	2

Communities of interest

The Council considers that the division of the region into four constituencies appropriately reflects the broad communities of interest in the Wellington region. Each constituency itself is diverse in that it comprises a mix of rural, coastal, city and socio-economic elements. However, there are a number of characteristics, many of which are relevant to the functions of this Council, which draw together those who live in each constituency area. The map shows generally which communities are included in each constituency.

Wellington – The boundaries between Wellington and Porirua, and Wellington and Hutt Valley align with the natural divisions of population in those areas. The suburbs of the Wellington constituency are in close proximity to Wellington's central business district and there is strong emphasis on city life.

Hutt Valley – The Upper Hutt and Lower Hutt areas are joined by key natural physical features such as the Hutt River and ranges. They are also connected in a number of ways that are relevant to the functions of the regional council, such as flood management and public transport.

Kapiti-Mana – Kapiti and Porirua follow the same stretch of coastline and, like Kapiti, Porirua also comprises a number of seaside communities, such as Pukarua Bay, Pimmeton, Paremata and Titahi Bay. Kapiti and Porirua areas are also joined by key roads and public transport lines.

Wairarapa – The Wairarapa is a distinct community of interest that is separated from the rest of the region by the Rimutaka Ranges. It covers a large land area, has a sparse population with a diversity of views and a high number of meetings because of the river and catchment schemes.

Population per elected member

The population that each member will represent is as follows:

Constituency	Population	Members	Population per member
Wellington Constituency	185,200	5	37,040
Hutt Valley Constituency	138,400	4	34,600
Kapiti-Mana Constituency	97,500	3	32,500
Wairarapa Constituency	39,300	2	19,650

Legal requirements

The proposal does not meet the requirements of section 19V(2) of the Local Electoral Act 2001 (which provides a population formula based on the number of people per member). The Council is permitted to depart from the population formula under section 19V(2) if it considers it is necessary to ensure the effective representation of communities of interest. However, any final proposal that does not comply with the population formula under section 19V(2), must be forwarded to the Local Government Commission for their decision.

Why the Wairarapa needs two elected members

The Council considers that the Wairarapa constituency needs two members to ensure the effective representation of that community of interest. This is because the Wairarapa is a distinct community of interest. It has a strong rural focus and is separated from the rest of the region by the Rimutaka Ranges. It covers a large land area (74% of the region) with a sparse population, and members are required to attend a high number of meetings because of the Council's river and catchment schemes in that area.

Comparison with current arrangements

This proposal differs from the Council's current representation arrangements, which comprises six constituencies and 13 members. It joins the current Upper Hutt and Lower Hutt constituencies together to form the Hutt Valley constituency, and joins the current Kapiti and Porirua constituencies together to form the Kapiti-Mana constituency. There is also an additional member in the Kapiti and Porirua area.

Full proposal

A copy of the full proposal, documents outlining other options considered by the Council and a description of the legal requirements can be obtained from our website www.gw.govt.nz or by contacting:

Amy Norrish
Greater Wellington Regional Council
142 Wakefield Street
Wellington
Ph: 04 802 0312
amy.norrish@gw.govt.nz

How to make a written submission

We are now inviting submissions on our proposed representation arrangements. You can send your written submission to Proposed representation arrangements, freepost 3156, Greater Wellington Regional Council, PO Box 11646, Wellington, or fax 04 385 6960. Alternatively, you can email your submission to amy.norrish@gw.govt.nz.

Submissions must reach Greater Wellington by 5.00pm on 4 August 2006.

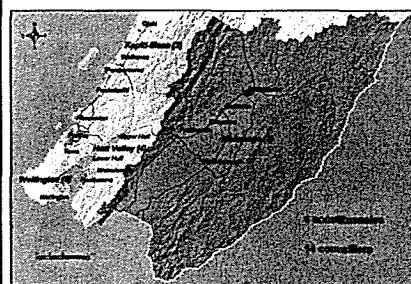
Please include your name, address and phone number in your submission and clearly state whether or not you would like to make an oral presentation in support of your submission. Greater Wellington's Representation Review Subcommittee will hear oral presentations in support of written submissions later in August 2006.

Please also note that any submission you make may become publicly available if a request for it is made under the Local Government Official Information and Meetings Act 1987. If you are making a submission as an individual, Greater Wellington will consider removing your personal details if you request this in your submission.

Procedure after close of submissions

After considering submissions, the Council must decide whether or not it will amend its proposed representation arrangements. The Council's final representation proposal will be publicly notified and members of the public can lodge an appeal or objection. If the Council receives any appeals or objections, or the final proposal does not comply with the population formula under section 19V(2) of the Local Electoral Act, then the Local Government Commission must determine the Council's representation arrangements.

Map of proposed representation arrangements



Public Notices

Have your say on Greater Wellington's proposed representation arrangements

It is proposed that Greater Wellington Regional Council's representation arrangements comprise four constituencies and 14 elected members, as set out below.

Constituency	Constituency boundary	No. of members
Wellington Constituency	This constituency boundary is based on the current boundary of the Wellington City Council.	5
Hutt Valley Constituency	This constituency boundary is based on joining the current boundaries of the Hutt City Council and Upper Hutt City Council.	4
Kapiti-Mana Constituency	This constituency boundary is based on joining the current boundaries of the Kapiti Coast District Council and Porirua City Council.	3
Wairarapa Constituency	This constituency boundary is based on joining the current boundaries of South Wairarapa District Council, Carterton District Council and Masterton District Council, and the area of the Tararua District Council that is just South of the Owahanga River catchment.	2

How this proposal differs from current representation arrangements

This proposal differs from the Council's current representation arrangements, which comprises six constituencies and 13 members. It joins the current Upper Hutt and Lower Hutt constituencies together to form the Hutt Valley constituency, and joins the current Kapiti and Porirua constituencies together to form the Kapiti-Mana constituency. There is also an additional member in the Kapiti and Porirua area:

Full proposal

A copy of the full proposal, documents outlining other options considered by the Council and a description of the legal requirements can be obtained from our website www.gw.govt.nz or by contacting: Amy Norrish, Greater Wellington Regional Council, 142 Wakefield Street, Wellington, Ph: 04 802 0312, amy.norrish@gw.govt.nz

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Please include your name, address and phone number in your submission and clearly state whether or not you would like to make an oral presentation in support of your submission. Greater Wellington's Representation Review Subcommittee will hear oral presentations in support of written submissions later in August 2006.

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Procedure after close of submissions

After considering submissions, the Council must decide whether or not it will amend its proposed representation arrangements. The Council's final representation proposal will be publicly notified and members of the public can lodge an appeal or objection. If the Council receives any appeals or objections, or the final proposal does not comply with the population formula under section 19V(2) of the Local Electoral Act, then the Local Government Commission must determine the Council's representation arrangements.





Report 06.401
Date 13 August 2006
File E/01/04/05

Committee Representation Review Subcommittee
Author Amy Norrish Manager - Secretariat

Summary of submissions on proposed representation arrangements

1. Purpose

To provide an overview of the submissions Greater Wellington has received from the public on its proposed representation arrangements.

2. Significance of the decision

The matters for decision in this report do not trigger the significance policy of the Council or otherwise trigger section 76(3)(b) of the Local Government Act 2002.

3. Background

Greater Wellington has received 84 submissions on its proposed representation arrangements. This includes two petitions, one from Summerset at the Course Retirement Village, the other from Kapiti Coast Grey Power Association. All submissions have been compiled into a bound volume and circulated to Representation Review Subcommittee members. Ten submitters have also asked to be heard in support of their submission. Submissions will be heard and considered by the Representation Review Subcommittee on 21 August 2006.

4. Comment

4.1 Origin of submissions

Most of the 84 submissions Greater Wellington has received were from individuals in the region's community, with the majority coming from Upper Hutt residents. Eight submissions were from local government (Wellington City Council, Porirua City Council, Upper Hutt City Council, Kapiti Coast District Council, Hutt City Council, South Wairarapa City Council, Tawa Community Board and Otaki Community Board). Three were from local organisations (Wellington Local Labour Body Committee, Wairarapa Federated Farmers and Kapiti Coast Grey Power Association).

Submissions included two petitions, one from Summerset at the Course Retirement Village with 49 signatures, the other from Kapiti Coast Grey Power Association with 221 signatures.

Location of submitter	Number of submissions
Wellington	7
Lower Hutt	3
Upper Hutt	48 (one of which is a petition from Summerset at the Course Retirement Village)
Porirua	2
Kapiti	15 (one of which is a petition from Kapiti Coast Grey Power Association)
Wairarapa	2
Unknown	7

4.2 Key themes

Of the 84 submissions received by the Council, 81 opposed the Council's proposed representation arrangements. (The proposed arrangements are provided in **Attachment 1**). The majority of submissions discussed their opposition to the proposal to combine Porirua and Kapiti, and Upper Hutt and Lower Hutt.

4.2.1 Support for proposed arrangements

Three submissions (62, 73, 82) stated support for the Council's proposal, but two requested that the next review be carried out in 2009. They stated this was due to concerns around under-representation for Wellington constituents, particularly given the expected population growth and the regional rate income obtained from the Wellington constituency.

While submission 10 did not agree with the proposal in its entirety it did support for merging Porirua with Kapiti, and Upper Hutt with Lower Hutt, because it is aligned with the Council's core functions and most significant financial obligations, such as transport and flood protection.

4.2.2 Separate representative for Upper Hutt needed

Fifty-one submissions recorded their opposition to combining the current Upper Hutt and Lower Hutt constituencies to form one Hutt Valley constituency. Many submitters were concerned that this would result in Upper Hutt losing its voice on the regional council because Upper Hutt had a much smaller voting population (only 28% of the Hutt Valley according to one

submitter). A few submitters noted this was even more likely when using a First Past the Post electoral system.

Submitters argued that Upper Hutt should have its own representative for a variety of reasons, including:

- Upper Hutt is one of the largest cities in New Zealand in terms of land area.
- Upper Hutt has significant regional resources, many of which are important for the whole region e.g. water supply, forestry, regional parks, transport link between Wellington and Wairarapa.
- Upper Hutt is the only area in the region growing within all sectors.
- Lower Hutt representatives would be thinking of own needs and agendas and will not fully understand the concerns and vision of the Upper Hutt people. This was of particular concern to one submitter who said that Lower Hutt and Upper Hutt disagree in key matters of concern e.g. flood protection and transportation.
- No representative would dilute the opportunity for direct interaction and accountability to the public. For greater accountability communities expect contact and communication with elected members.
- To be effective a councillor must be connected to, and be part of, the community they represent.
- Aging population means Upper Hutt needs representatives who are accessible.
- Loss of a representative would lead to a rates rise.

Many submitters also noted the differences between the communities of Upper Hutt and Lower Hutt, which resulted in different needs. Submitters said that:

- Upper Hutt has large rural areas, a provincial character and civic pride.
- Lower Hutt has the sea and Upper Hutt is inland.
- Upper Hutt people identify with the facilities and services available within the community.

One submitter stated that the change was an attempt to fix a problem that did not exist.

Hutt City Council said that they supported the current arrangements for Upper Hutt and Lower Hutt, with 1 and 3 elected members respectively.

4.2.3 Keep Kapiti and Porirua separate

Eighteen submissions specifically recorded their opposition to combining Kapiti with Porirua to form one large constituency. Many submitters felt that Porirua's population base would result in no representative being elected from Kapiti. A few submitters noted this was a particular concern under a First Past the Post electoral system. One submitter cited the 2004 Capital and Coast District Health Board elections, which saw Kapiti lose a member on the Board.

Submitters were concerned that losing a direct representative in Kapiti would mean their views would not be accounted for on key work programmes, such as flood protection and transport, and that their unique problems would not get the required attention and action. Submitters doubted that a councillor living in Porirua would be interested in, or would pursue, Kapiti issues. They considered that someone elected from Kapiti would be naturally more interested in, or exposed to, issues arising from Kapiti.

One submitter commented that elected members would not be easily accessible. They considered that they were less likely to have face-to-face meetings, casual meetings and attend events because of the great deal of travel and diversity across a large area. Another submitter stated that the broader the representation, the more at large the voting, the less important the authority would seem to the constituency.

Many submitters felt very strongly that Porirua and Kapiti had separate communities of interest and noted the following reasons:

- Kapiti and Porirua are geographically separated between Pukerua Bay and Paekakariki. There will never be adjacent housing. The Transmission Gully road will result in further separation.
- The coastline between Kapiti and Porirua is contiguous, not shared.
- Kapiti sees its closest kinship with Horowhenua, not Porirua. Porirua links with Tawa, Wellington and Hutt Valley.
- Kapiti and Porirua have different interests and focuses on key issues of concern to Greater Wellington i.e. harbour management, water supply, separate water catchments, flood protection, environmental concerns, river and wetland management and transport. Kapiti and Porirua are differently affected by flooding and sea level rise. Kapiti suffers from inadequate rail infrastructure, poor internal connectivity and lack of rail passenger services up North.
- Porirua is city focused while Kapiti is more coastal and rural.
- Kapiti has a larger older population and Porirua has a higher number of Māori and Pacific Island people. This results in very different social and cultural issues.

- The two areas have separate schools, businesses and recreation centres which cater for different needs given different population make-up of each area.
- Kapiti is facing significant growth management issues.

Many submitters urged the Council to depart from the population formula in order to provide for effective representation of communities of interest. Two submitters stated that while there was a numerical basis to change the current set up, there was no proven electoral necessity. Kapiti Coast Grey Power said they are not aware of any approach being made to increase representation or complain about a lack of representation.

Many submitters felt it was important that they had a direct representative, given the current and projected growth in Kapiti over the next while. Some submitters said that eventually Kapiti would need more than one representative. Two submitters specifically said that they would rather Kapiti be under-represented with one representative than have no guarantee of a direct representative.

4.2.4 Fewer councillors from more constituencies

Five submissions (7, 10, 61, 37, 83) supported a reduction to ten councillors, elected from more than four constituencies. They said that the workload did not require more than ten representatives and that it this would save money. One submitter stated that many Council and committee meetings over the past few years had little business and that this was not surprising given that councillors' true business is the development and monitoring of the ten-year plan. The submitter also noted that when the Council moved from 14 to 13 councillors there was no sense of extra workload.

One submission supported any decrease in councillor numbers, while another proposed that the regional council be disestablished.

4.2.5 Against two councillors from the Wairarapa constituency

Four submitters (10, 13, 61 and 8) commented that they did not support having two representatives from the Wairarapa constituency. One submitter said that the Wairarapa issues that were relevant to Greater Wellington were covered by Greater Wellington's Masterton office and the Rural Services and Wairarapa Committee. Another said that effective representation could be achieved with one councillor and provided parliamentary electorates as an example of large areas covered by one representative. That submitter also noted that there was no requirement for members to attend river and catchment scheme meetings and that one of the current Wairarapa members of this Council had attended only four such meetings in the last 18 months.

Porirua City Council said that two members in the Wairarapa would create hugely disproportionate representation across the region in terms of the number of people per councillor.

4.2.6 Support for two councillors from the Wairarapa constituency

Four submitters (18, 21, 82 and 33) specifically stated their support for two representatives in the Wairarapa. Two submitters discussed that it was necessary to ensure effective representation, given the large land area (74% of the region) with scattered populations (40,000 people over 600,000 hectares) and the level of activity based on responsibilities undertaken by Greater Wellington. Two representatives would make it easier to attend meetings, functions and see constituents. Another submitter said they supported the proposal because of Wairarapa's near insular semi-isolation.

One submission commented that the population formula prescribed by the Local Electoral Act 2001 did not account for geographical size or corresponding rateable capital value and that it disadvantaged rural communities.

4.2.7 Wairarapa and Upper Hutt communities of interest

Three submissions (10, 56 and 49) commented that the Wairarapa and Upper Hutt had more in common than did Upper Hutt and Lower Hutt. One submitter suggested that Upper Hutt and the Wairarapa should be combined to form one constituency, arguing that they are joined by key road and rail routes and share a rural flavour.

4.2.8 Support for status quo

Four submissions (18, 48, 69, 81) requested that the Council retain the status quo. One submitter commented that this would ensure areas are not pushed further away from the governing body.

4.2.9 Other

One submission (11) commented on constituency names, saying that Kapiti-Mana constituency should be the Porirua-Kapiti constituency. The reasoning was that Mana is a small suburb of Porirua, and Porirua should be first as it is larger.

One submitter said that changes to representation should not be decided by councillors. It should be done through a referendum of those who are affected. Another submitter said that affected ratepayers should be asked their opinion in a questionnaire in the rates demand.

Other representation proposals suggested by submitters included:

- one member for Kapiti, one for Porirua and one at large (submissions 26 and 27)
- six constituencies with mix of separate and amalgamated representation (submission 64)

- councillors elected according to constituency then each constituency is divided into separate wards with a councillor allocated to each ward (submission 58).

5. Communication

Officers will write a paper for the Representation Review Subcommittee meeting on 1 September 2006. At that meeting, the Subcommittee will decide on its recommendation(s) to Council. Once the Council has made its decision on its final representation arrangements on 12 September 2006, a public notice will be placed in the region's main newspapers. There is also the option of putting something similar in the community newspapers. In addition, each submitter will be sent a letter from the Council Chairman which advises them of the Council's decision and the reasons for it. They will also be notified that they can lodge an appeal.

6. Recommendations

That the Subcommittee:

1. *Receives the report.*
2. *Notes the content of the report.*

Report prepared by:

Report approved by:

Amy Norrish
Manager - Secretariat

Jane Bradbury
Divisional Manager - Corporate and Strategy



Report **06.201**
Date 15 May 2006
File E/01/04/01

Committee **Representation Review Subcommittee**
Author **Amy Norrish Section Leader - Council Secretariat**

Proposed representation arrangements

1. Purpose

To decide on the representation proposal to recommend to Council for their approval on 1 June 2006.

2. Significance of the decision

The matters for decision in this report do not trigger the significance policy of the Council or otherwise trigger section 76(3)(b) of the Local Government Act 2002.

3. Background

Under the Local Electoral Act 2001 (LEA 2001) councils are required to review their representation arrangements at least once every six years, with the first review taking place in either 2003 or 2006. This is the Council's first review of its representation arrangements under the LEA 2001. Representation arrangements are:

- The number and boundaries of constituencies
- The name of each constituency
- The number of members to be elected by the electors of each constituency.

Under the LEA 2001, the Council must decide on its proposed representation arrangements by 31 August 2006. The Council is scheduled to decide on its proposed arrangements on 1 June 2006. It is the responsibility of the Representation Review Subcommittee to make a recommendation to the Policy, Finance and Strategy Committee on the Council's proposal for public consultation. In preparation, Subcommittee members have attended three workshops and sought feedback from key stakeholders on some of the possible representation options.

4. Comment

There are a number of legal requirements that must be taken into account when determining representation arrangements. Key requirements are fair representation, (which is based on the number of people per councillor), and effective representation of the region's communities of interest. (See **Attachment 1** for a full description of the legal requirements under the LEA 2001.)

The Council may only depart from the population rule required for fair representation where it is necessary to do so to ensure the effective representation of communities of interest. A decision by the Council not to comply with the population rule must be referred to the Commission for determination. If the Local Government Commission does not deem the Council's reasons for its proposal to be robust then they may impose different representation arrangements.

The Council's current representation arrangements do not comply with the requirement for fair representation under the LEA 2001 (**Attachment 2**). The Wairarapa, Porirua and Kapiti constituencies all fall outside of the population rule under fair representation. Many of the representation options being considered by the Subcommittee also do not comply with the population formula, because of the Wairarapa.

4.1 Key options

A huge variety of different representation scenarios have been explored and officers have come up with five key options for the Subcommittee's consideration. (All other scenarios which did not meet the required population formula in all constituencies except the Wairarapa or did not reflect the region's communities of interest were discarded.) Each of the five key options is outlined below and is provided as a map in **Attachment 3**.

All options are based on identified communities of interest. **Attachment 4** contains maps which relate to the region's communities of interest.

You will note that all of the five key options are based on one elected member in the Wairarapa. There is, however, the possibility of adding another councillor to the Wairarapa for any of these options. (See discussion under 4.2.6.)

We have not shown what each option would look like with two representatives in the Wairarapa. Legal advice states that, where a specific community of interest (or grouping of communities of interest) is considered to be more effectively represented without complying with the population rule then compliance with the rule may be relaxed for the balance of the region, particularly if continuing to apply the rule would create impediments to effective representation for the region overall. However, the rule would need to be applied to the extent practicable.

In Greater Wellington's case, two representatives in the Wairarapa cause other constituencies to fall outside of the population rule under fair representation. Adjusting the numbers of councillors and constituency boundaries to fit the formula for those constituencies would not make sense in terms of effective representation of communities of interest.

4.1.1 Option 1 - Four constituencies and 13 councillors

The current Kapiti and Porirua constituencies are joined together to make one constituency with three members. The Lower Hutt and Upper Hutt constituencies are combined to make one constituency with four members. The Wellington and Wairarapa constituencies remain as they are currently, with five members and one member respectively.

4.1.2 Option 2 - Four constituencies and ten councillors

This option has the same constituencies as above, but with two members in the Kapiti-Porirua constituency, three members in the Hutt Valley constituency and four members in the Wellington constituency. The Wairarapa constituency has one member.

4.1.3 Option 3 - Four constituencies based on water catchments and 12 councillors

The current Upper Hutt and Lower Hutt constituencies are unified to make one constituency with four members. The current Kapiti and Porirua constituencies are joined together with Linden, Tawa, Greenacres and Churton Park to form one constituency with three members. The Wellington constituency is modified to take account of this change and has four members. The Wairarapa constituency remains as it is currently but has one member.

4.1.4 Option 4 - Five constituencies and 13 councillors

This option has one large constituency which joins Porirua and Kapiti together and has three members. All other constituencies and number of members are the same as they currently, except there is one member in the Wairarapa constituency.

4.1.5 Option 5 - Five constituencies and ten councillors

This option has one large constituency which joins Lower Hutt and Upper Hutt together and has three members. All other constituencies and number of members are the same as they currently, except there is one member in the Wairarapa constituency.

4.2 Choosing an option

When deciding which option to recommend to the Council the Subcommittee should consider the following matters in terms of how well they meet the requirements of the LEA 2001:

- More or fewer councillors?

- Larger constituencies or smaller constituencies?
- Should constituencies be based on territorial authority areas or regional council functions such as water catchments?
- Should Kapiti and Porirua remain as two constituencies or be joined together into one large constituency?
- Should there be one or two elected members in the Wairarapa constituency?

4.2.1 More or fewer councillors

Options 1 and 4 provide for 13 councillors, while options 2 and 5 provide for 10 councillors and option 3 provides for 12 councillors. This would result in 14, 11 or 13 councillors respectively if there were two councillors in the Wairarapa constituency.

The LGA 2002 places considerable emphasis on the ability of councils to reflect community diversity in their decision-making. The Subcommittee should consider whether or not the number of councillors would compromise how aware or sympathetic the Council is to different concerns or minority views.

The Wellington region has a diverse community, comprising a mix of rural coastal and city elements which, while definitely stronger in some areas, are spread throughout the entire region. While there is a strong rural component in the Wairarapa and Upper Hutt, there are also elements of rural life in western Wellington (towards Makara and Owhiro Valley) and on the Kapiti Coast (Reikorangi and Maungatuk) and Porirua (Pauatahanui). There is a string of coastal communities on the Kapiti Coast, but also in Porirua (Paremata, Plimmerton, Pukerua Bay and Titahi Bay) and the Wairarapa (Riversdale, Castle Point and Ngawi). Urban life is not just focussed on Porirua and Wellington, Upper Hutt and Lower Hutt cities. It is also building in other areas of the region such as Kapiti. In all areas, including the key cities, Wellington, Masterton, Upper Hutt, Lower Hutt and Porirua, there is a wide range of socio-economic and demographic factors. This leads to a diversity of needs and views which all need to be represented.

Unfortunately there is no concrete evidence on whether or not a greater number of councillors is more likely to better represent the diversity of opinion across the region or whether or not the difference between 10 and 14 representatives is enough to make a difference to the level of effective representation.

Common-sense would say that more councillors equal more effective representation. With more councillors there is more chance of there being a diversity of views. More councillors also reduce councillors' workload, enabling them to meet and hear community views more often and from a wider variety of groups or individuals. How reflective those views are of the

region's communities, however, will be largely dependent on individual councillors' availability and their level of input.

4.2.2 Larger or smaller constituencies

The Subcommittee does not have a wide variety of choice in terms of larger or smaller constituencies i.e. either four larger constituencies (options 1, 2, and 3) or five constituencies (options 4 and 5). This is because none of the representation scenarios with six or less constituencies that officers tested complied with the requirements of the LEA 2001.

Proponents of smaller constituencies for regional councils say that a local representative makes sure local issues are heard in the bigger, region-wide context. However, those who support regional councils having bigger constituencies state that it aligns with councillors' focus on the regional perspective and will help people move away from the idea that local regional councillors are the spokesperson for the territorial authority area with which their constituency is aligned.

It has been noted that larger constituencies could result in an increase in the number of councillors that electors can vote for. This is the case when comparing option 5 (five constituencies with one representative in the Kapiti constituency and one representative in the Porirua constituency) against option 1 or 3 (four constituencies with one large Porirua-Kapiti constituency which has three representatives). However, under option 2 there would only be two representatives for the Porirua-Kapiti constituency.

It has been noted by a mayor of one of the region's territorial authorities that they would have willingness to work with representatives from a larger constituency that went beyond the boundaries of the territorial authority.

4.2.3 Boundaries based on territorial authority areas or water catchments

Communities of interest can be defined in many ways. Officers felt that it was important to look at communities of interest according to regional council functions, such as water catchments and air sheds, as well as in terms of an area to which one feels a sense of belonging and to which one looks for social, service and economic support.

Most regional council functions, such as water catchments, air sheds or pest management areas are not aligned and/or only cover part of region, so officers chose to look at one function when determining options. Option 3 has constituencies that are based communities of interest defined by larger water catchment areas. All of the other options presented in this paper are based on territorial authority areas or unifying territorial authority areas.

Officers do not feel that defining communities of interest and constituency boundaries by water catchments works. This is because:

- It only includes one of the Council's many functions to determine communities of interest.

- The suggested catchment area for Porirua Basin includes Churton Park, which is mostly urban and Greater Wellington does not do much work in that area.
- The southern boundary of the Porirua-Kapiti-Churton Park constituency splits people who are in communities of interest from other respects that are very close in proximity.
- Including Churton Park and Glenside and Tawa areas in the Porirua/Kapiti constituency involves using meshblocks, instead of territorial authority and ward boundaries. According to legislation, where practicable, the boundaries of a regional council's constituencies should be aligned with one or more territorial authority boundaries or ward boundaries.
- This approach does not recognise the importance of territorial authority areas in providing a sense of community. Who picks up one's rubbish and recycling, provides sewerage facilities and provides building consents is a big part of identifying where one's community of interest is.

4.2.4 Kapiti and Porirua

Some argue that Kapiti and Porirua are distinct communities of interest. One person providing preliminary feedback stated that "Kapiti is a string of towns on the outskirts of the region with different characteristics and needs from city dwellers".

Others say that Kapiti and Porirua have a lot in common, especially in a regional council context, and that joining them together in one large constituency would not destroy those communities of interest. Kapiti and Porirua follow along the same stretch of coastline and, like Kapiti, Porirua also has a number of seaside communities, such as Pukerua Bay, Plimmerton, Paremata and Titahi Bay. They are also joined by key roads and public transport lines.

4.2.4 Upper Hutt and Lower Hutt

While Upper Hutt and Lower Hutt are different in social aspects, they are connected in a number of ways that are relevant to the functions of the regional council, such as flood management and public transport.

4.2.5 Wairarapa

The Wairarapa constituency is a distinct community of interest. It is a large land area (74% of the region) that is separated from the rest of the region by the Rimutaka Ranges and has a strong rural focus.

The Subcommittee should consider whether or not there should be two councillors in the Wairarapa constituency in order to provide effective representation of communities of interest.

One representative in the Wairarapa could make it difficult for that member to have a strong link with their constituents and effectively represent their views. Elected members in the Wairarapa attend formally constituted meetings for river and catchment schemes (about 17 schemes) of which there are at times up to 100 annually. They must also represent a diverse community that is relatively sparsely populated. Members often get requests to meet with individual farm owners and the large number of meetings and long travel times could significantly limit the access the population has to an elected member and vice-versa if there was only one member.

Carterton District Council, Griff Page, Chief Executive of South Wairarapa District Council, and Claire Bibby have all formally and specifically noted their support for two representatives in the Wairarapa.

4.2.6 Other

When making a decision Subcommittee members may also want to consider that following points:

- Option 1 and 4 are slightly over-represented according to the population formula by 8.3% in the Kapiti-Porirua. This may be helpful in the future as it will help to cater for the population growth that is predicted for the Kapiti Coast and reduce the likelihood that the constituency boundaries would have to change in the near future.
- In option 1 the number of representatives in each constituency is very even. This could in turn help ensure balanced, region-wide decision-making, as there would not be the opportunity for the members of one constituency to vote one way and sway a decision of Council.

4.3 Constituency names

The Subcommittee must also recommend the names of each constituency. The names of constituencies will depend on which option the Subcommittee decides to recommend to the Policy, Finance and Strategy Committee. Where the current Kapiti and Porirua constituencies are joined together officers recommend North-West Coast or West Coast constituency. Where the current Lower Hutt and Upper Hutt constituencies are unified officers recommend it be called the Hutt Valley constituency. It is suggested that all other names remain as they are in all other instances.

5. Communication

A report will be written to the Policy, Finance and Strategy Committee which will outline the recommendation of the Representation Review Subcommittee and the reasons for it. It will also discuss the other key options the Subcommittee has explored and why they chose not to recommend those options.

Once approved by the Council on 1 June 2006 the public will notified of the proposed representation arrangements and will be advised that they can make a submission on the proposal.

6. Recommendations

That the Subcommittee:

1. *Receives the report.*
2. *Notes the content of the report.*
3. *Chooses one of the options discussed in this report to recommend to the Policy, Finance and Strategy Committee on 1 June 2006 as Greater Wellington Regional Council's representation proposal for public consultation and state the reasons for choosing that option.*
4. *Decides on names for each of the constituencies for the proposal being recommended to the Policy, Finance and Strategy Committee on 1 June 2006.*
5. *Agrees that the report submitted to the Policy, Finance and Strategy Committee on 1 June 2006 should come from Margaret Shields, Chair of the Representation Review Subcommittee.*

Report prepared by:

Report approved by:

Amy Norrish
Section Leader - Council
Secretariat

Jane Bradbury
Divisional Manager -
Corporate and Strategy

Attachment 1: Description of legal requirements under the LEA 2001

Attachment 2: GWRC's current representation arrangements

Attachment 3: Maps of the five key options

Attachment 4: Communities of interest maps

Key requirements of the Local Electoral Act 2001

The Council's representation review is governed by the Local Electoral Act 2001, in particular sections 19A to 19Y.

The Act states that the Council must not have less than 6 nor more than 14 councillors in total. It also says that the Council must ensure that its representation arrangements are "fair" and "effective" (section 19V and 19U respectively).

Fair representation (section 19V)

Fair representation is based the population per councillor. The ratio of population per member for each proposed constituency must fall within +/- 10% of the average population per member for the Council as a whole.

The Council can depart from the population formula only where it is necessary to do so to meet the requirement for the effective representation of communities of interest.

Any proposal that falls outside of the population formula will be decided upon by the Local Government Commission.

If a specific community of interest (or grouping of communities of interest) is considered to be more effectively represented without complying with the +/- 10% rule then compliance with the rule may be relaxed for the balance of the region, particularly if continuing to apply the rule would create impediments to effective representation for the region overall. However, the rule would need to be applied to the extent practicable.

Effective representation (section 19U)

The Council must ensure that the number and boundaries of constituencies provide for effective representation of communities of interest within the region.

The following points could constitute effective representation:

- A community of interest should not be split
- Two or more communities of interest that share few commonalities of interest should not be grouped together
- The accessibility, size and configuration of an area should enable individual councillors to:
 - have reasonable access to its elected members and vice versa
 - represent the variety of views of the people in their constituency
 - be able to attend public meetings, have face to face meetings with the people in their constituency.

For example, large distances, especially where communities of interest are large and sparsely populated, could make it difficult for elected members to have a strong link with their constituents and promote democratic participation.

Community of interest (section 19U)

Community of interest is not defined by legislation. A community of interest is generally described as the area to which a group of people have a sense of belonging and to which they look for social, service and economic support. The people who live in the area may have certain characteristics in common. They may, for example, share:

- facilities (schools, business areas and recreational centres)
- physical and topographical features (coastline, mountain range, water catchment)
- transport and communication links.

For a regional council, communities of interest could be determined by regional council functions, including:

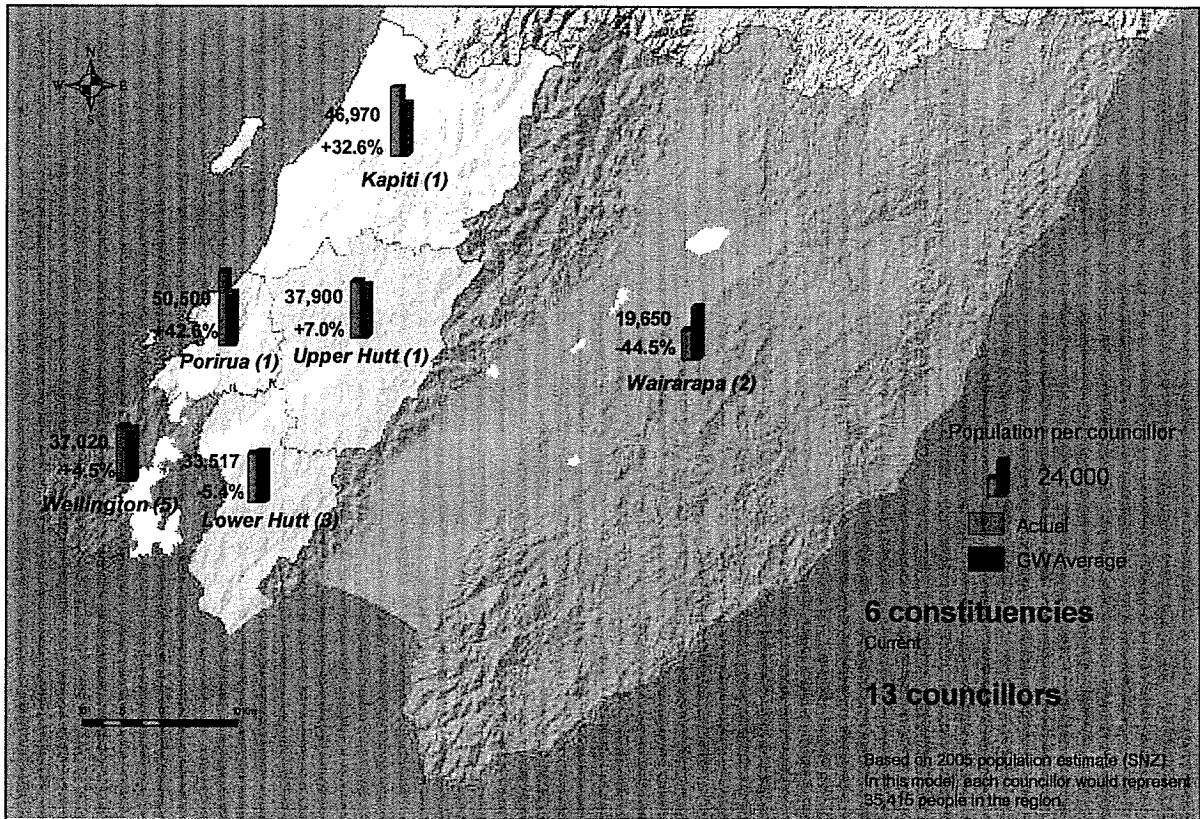
- Water catchments
- Pest management schemes
- Air sheds.

Constituency boundaries (19U)

- Constituency boundaries must coincide with current meshblock areas.
- Constituency boundaries, as far as practicable, must coincide with the boundaries of one or more Territorial Authorities or boundaries of wards.

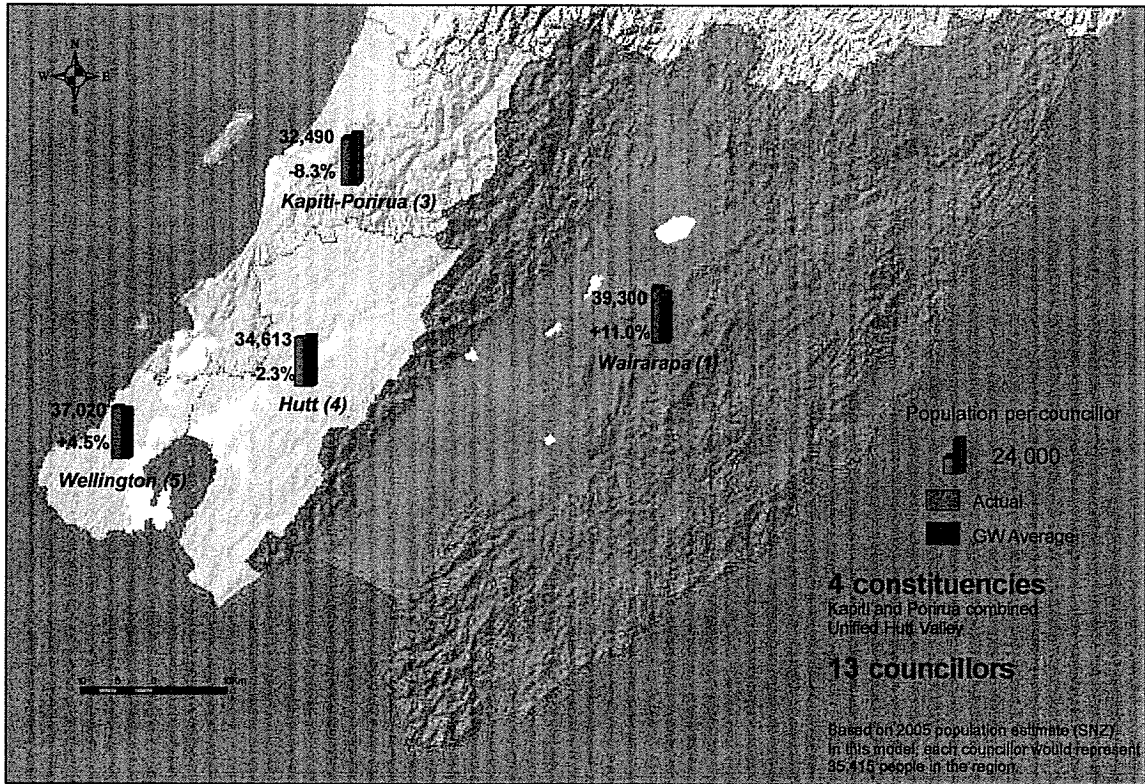
As noted above, so far as is practicable, constituency boundaries must coincide with the boundaries of one or more TA districts or the boundaries of wards. It may not be practicable to do this because the boundaries of TAs may not necessarily reflect communities of interest from a regional perspective, nor might they enable the council to achieve fair representation.

GWRC's current representation arrangements

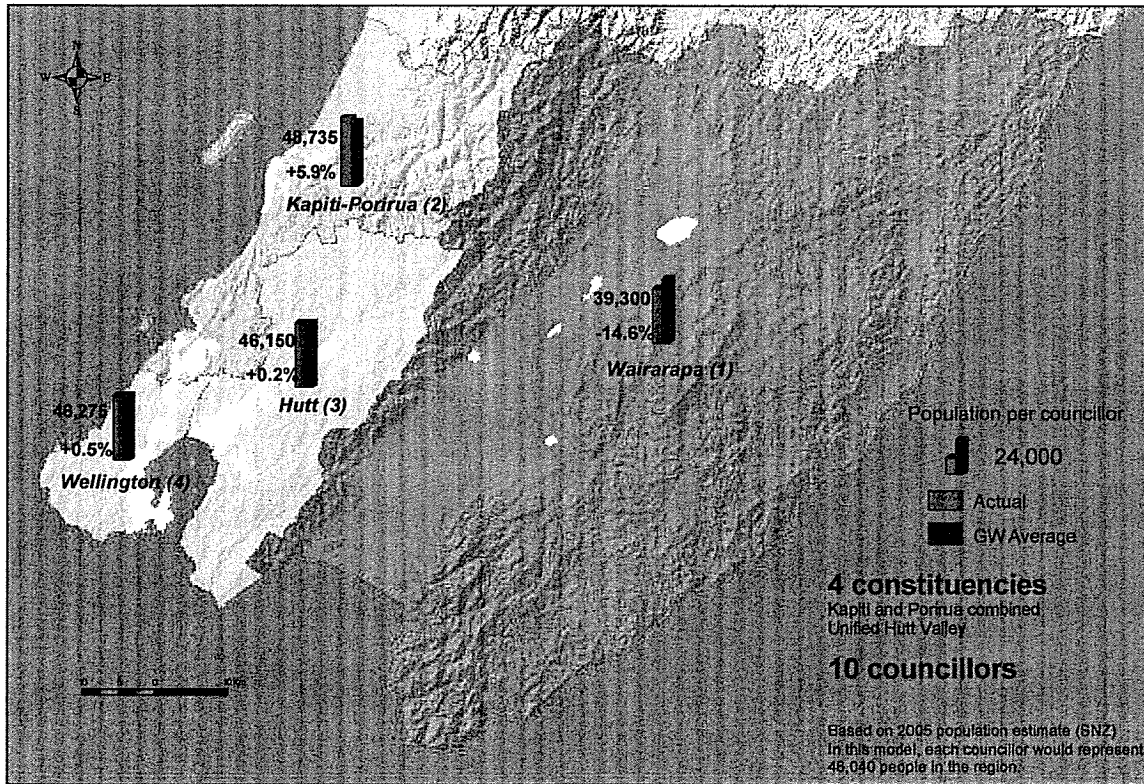


Maps of the five key representation options

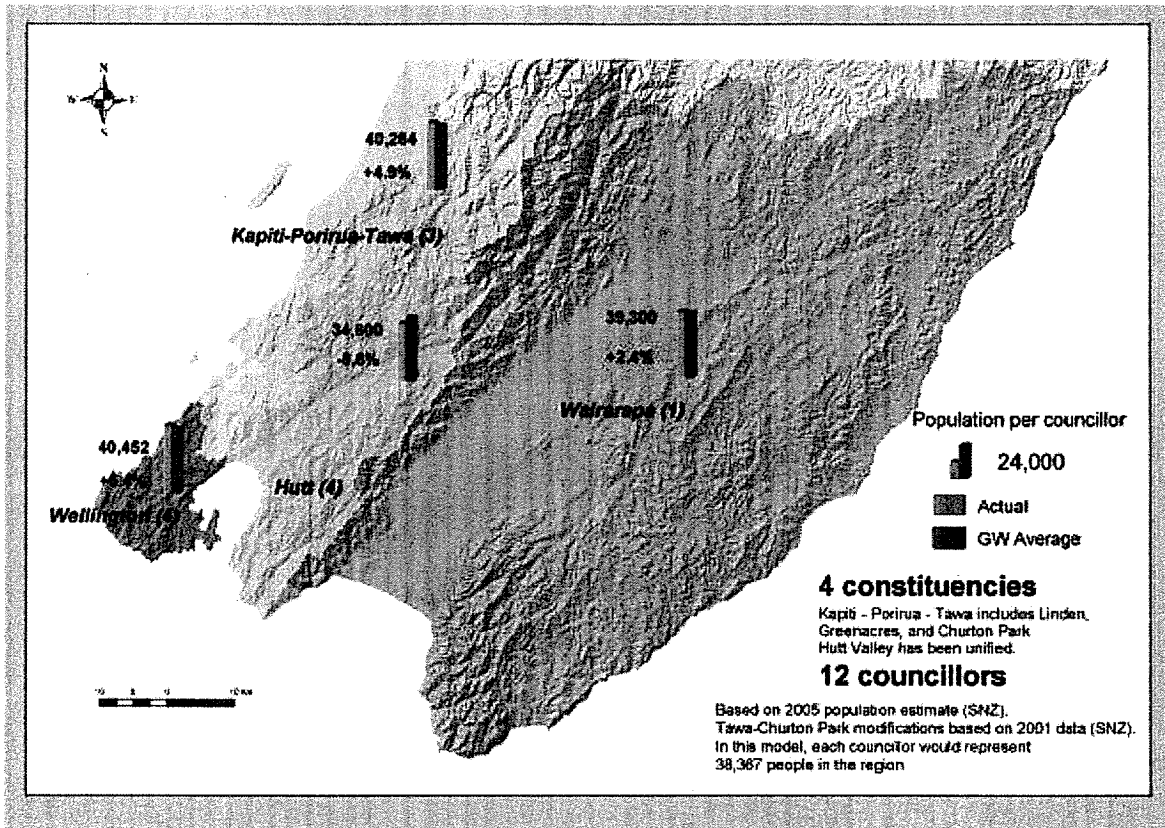
Option 1



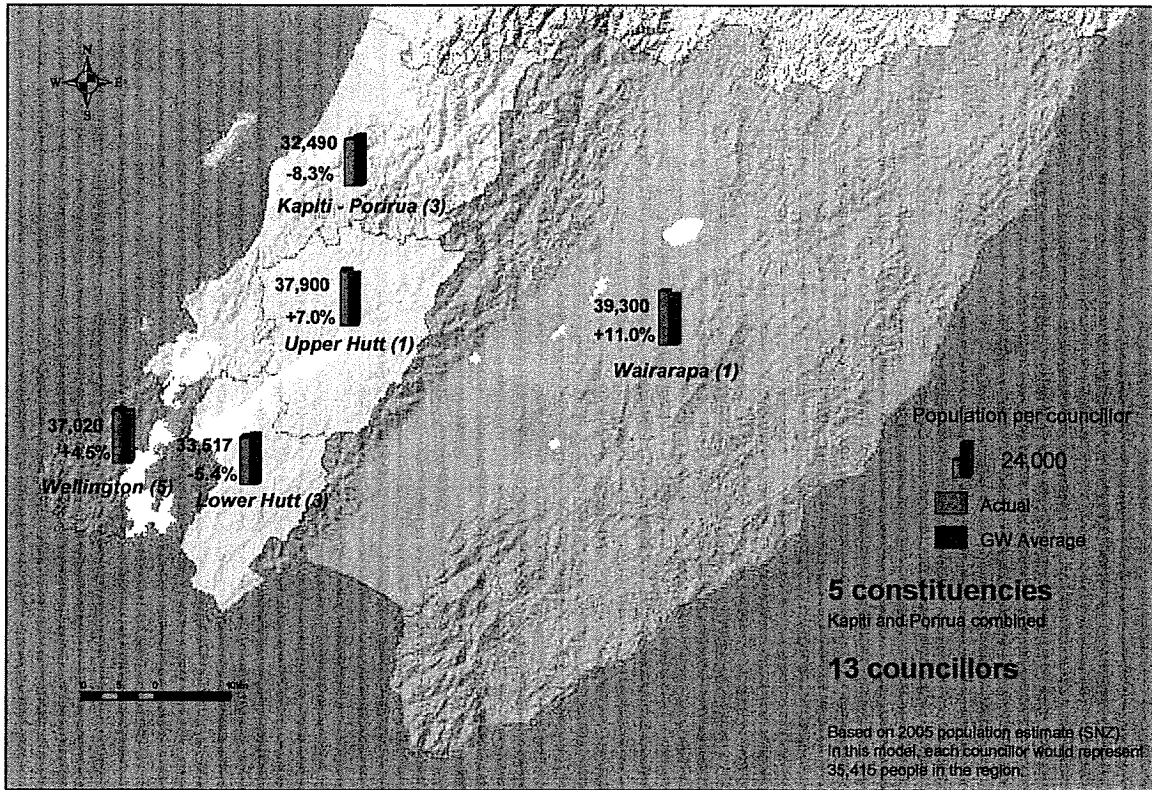
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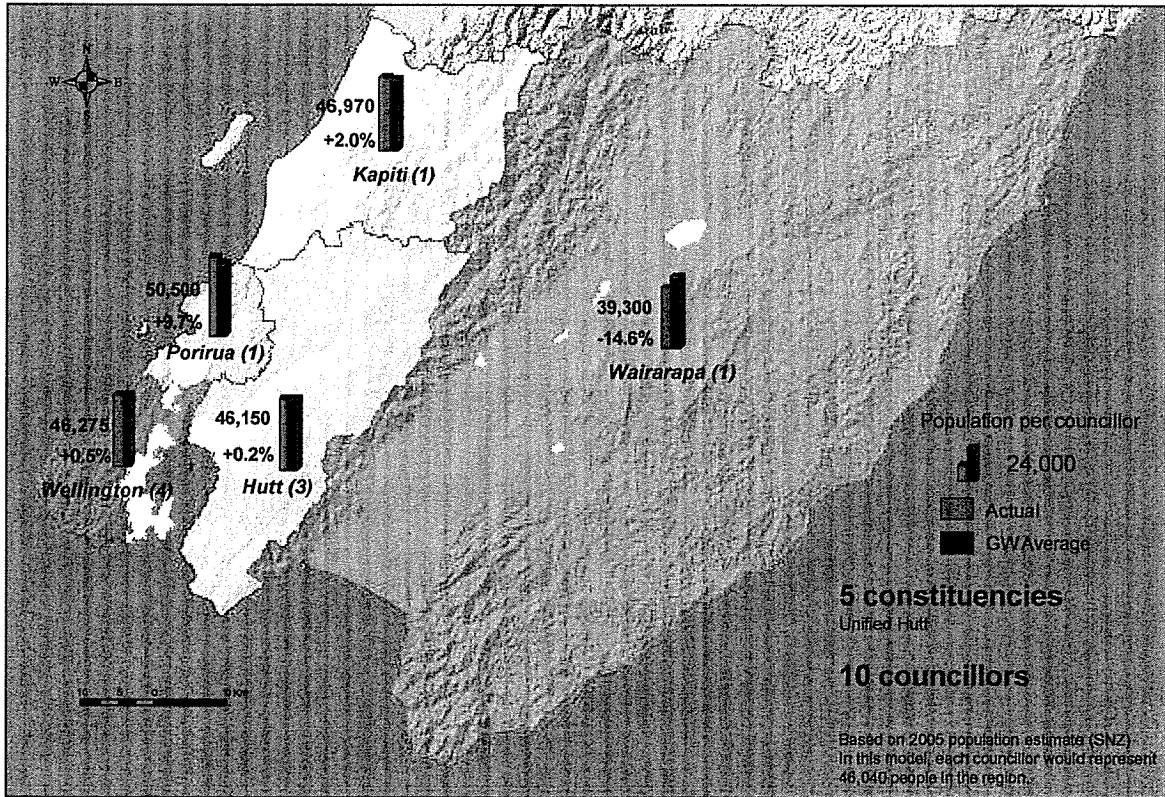
Option 3



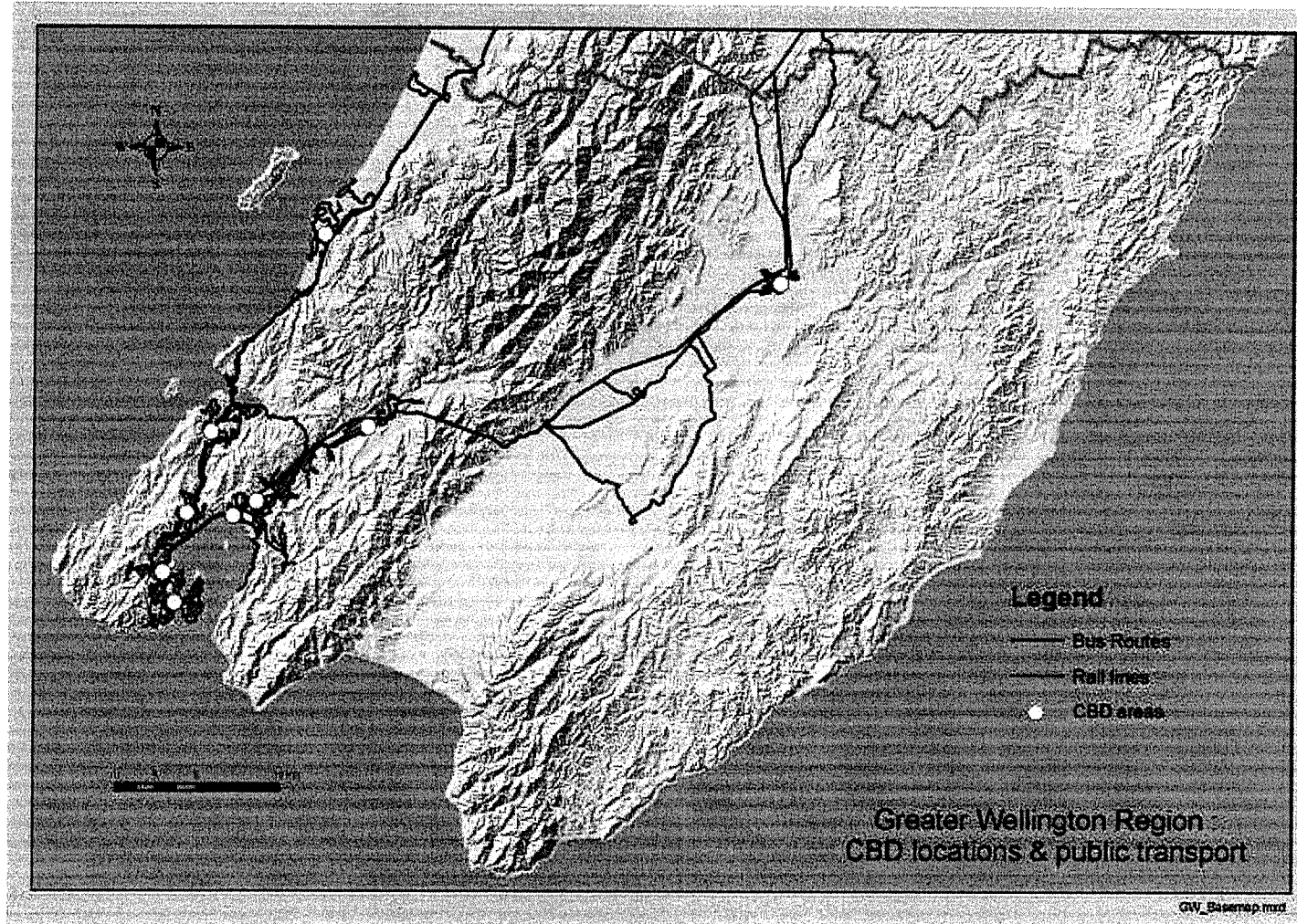
Option 4

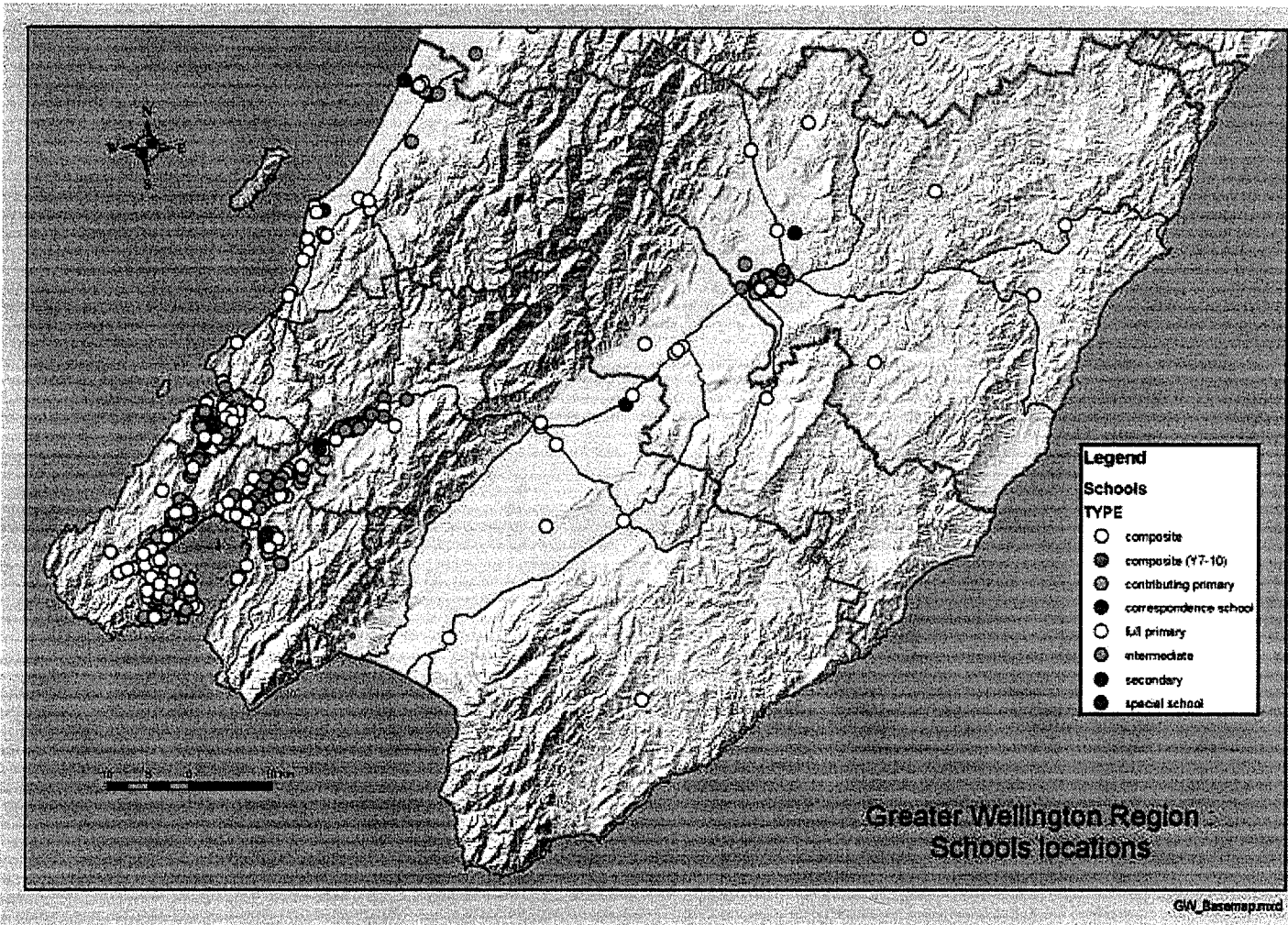


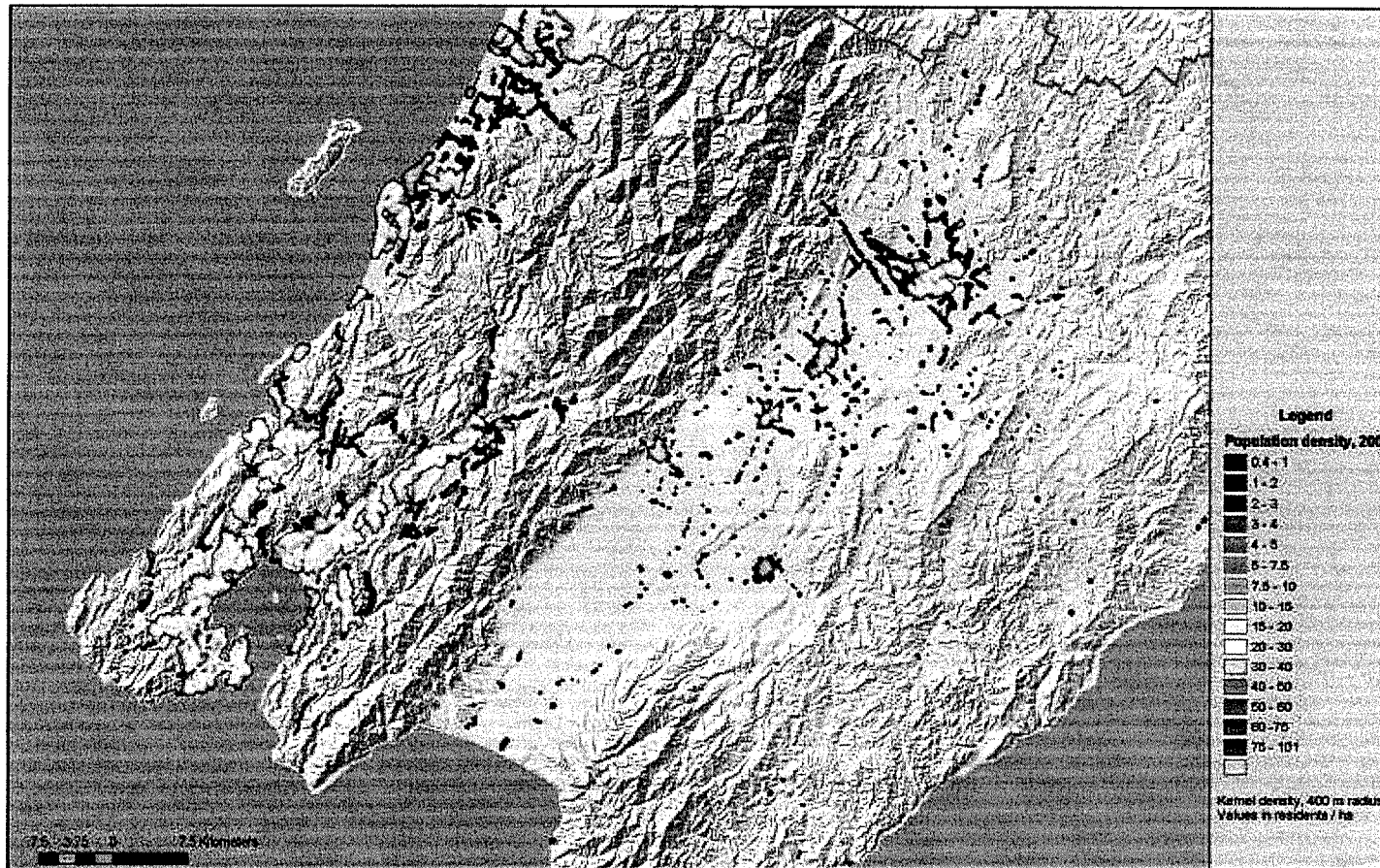
Option 5

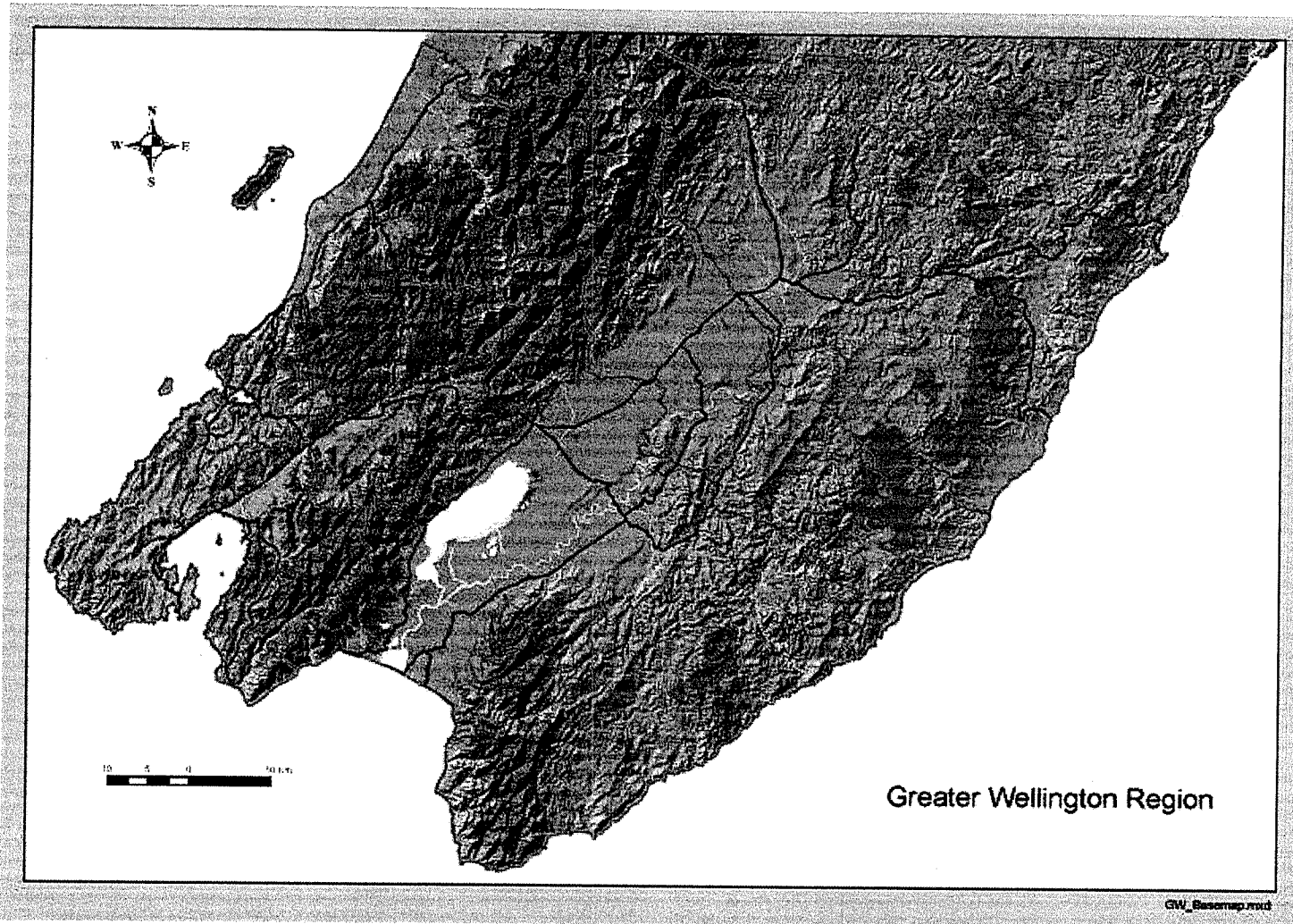


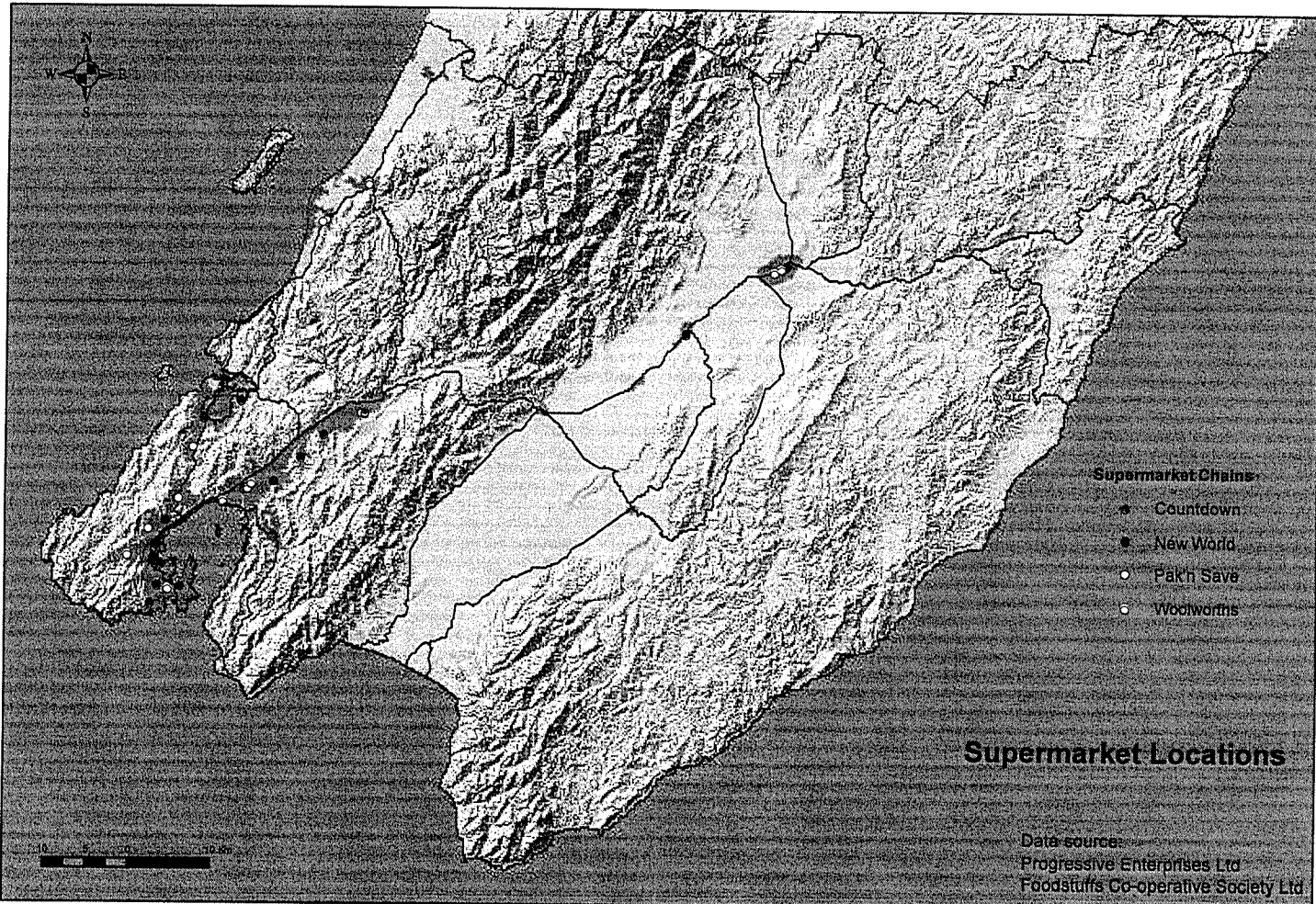
Communities of interest maps



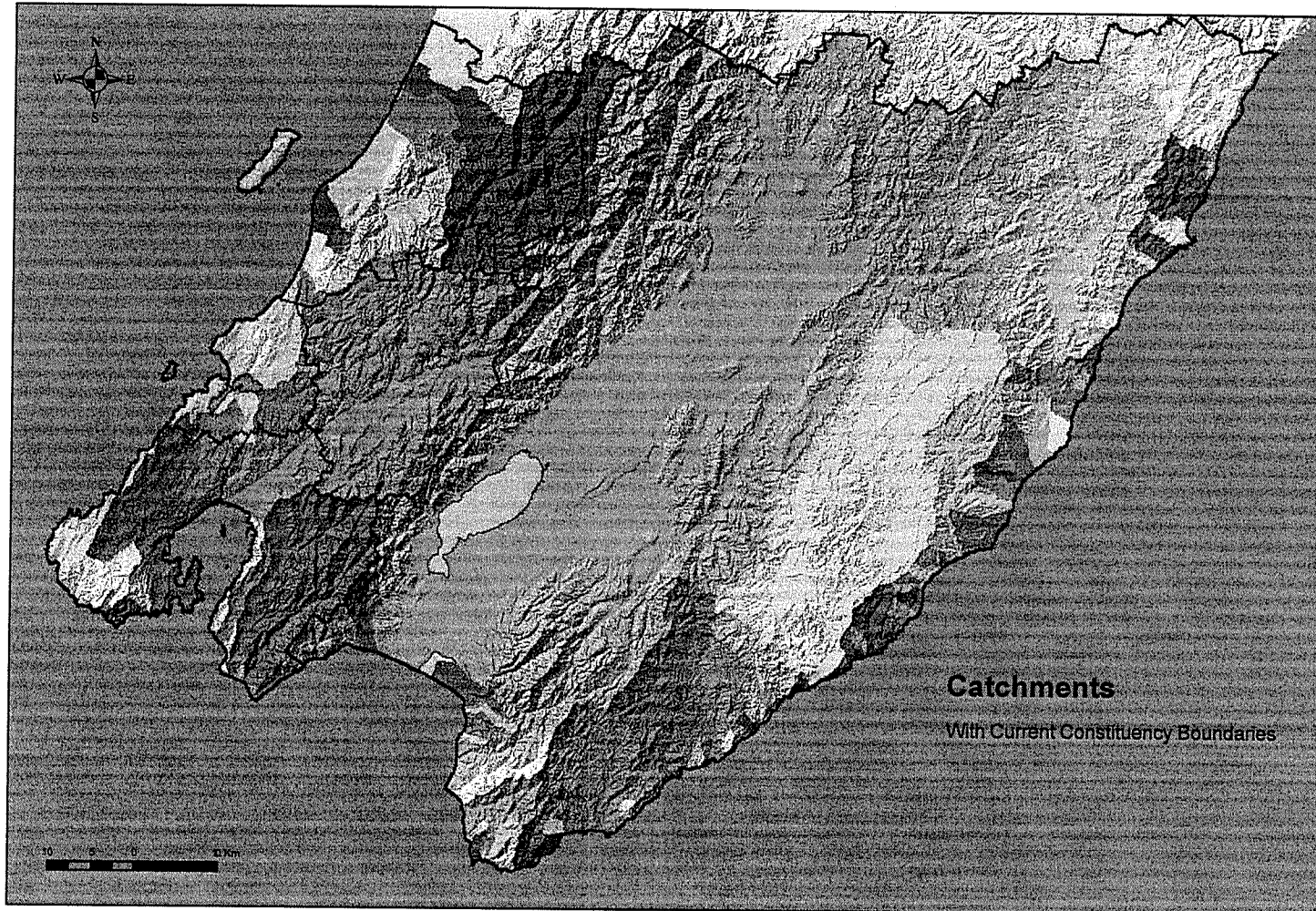


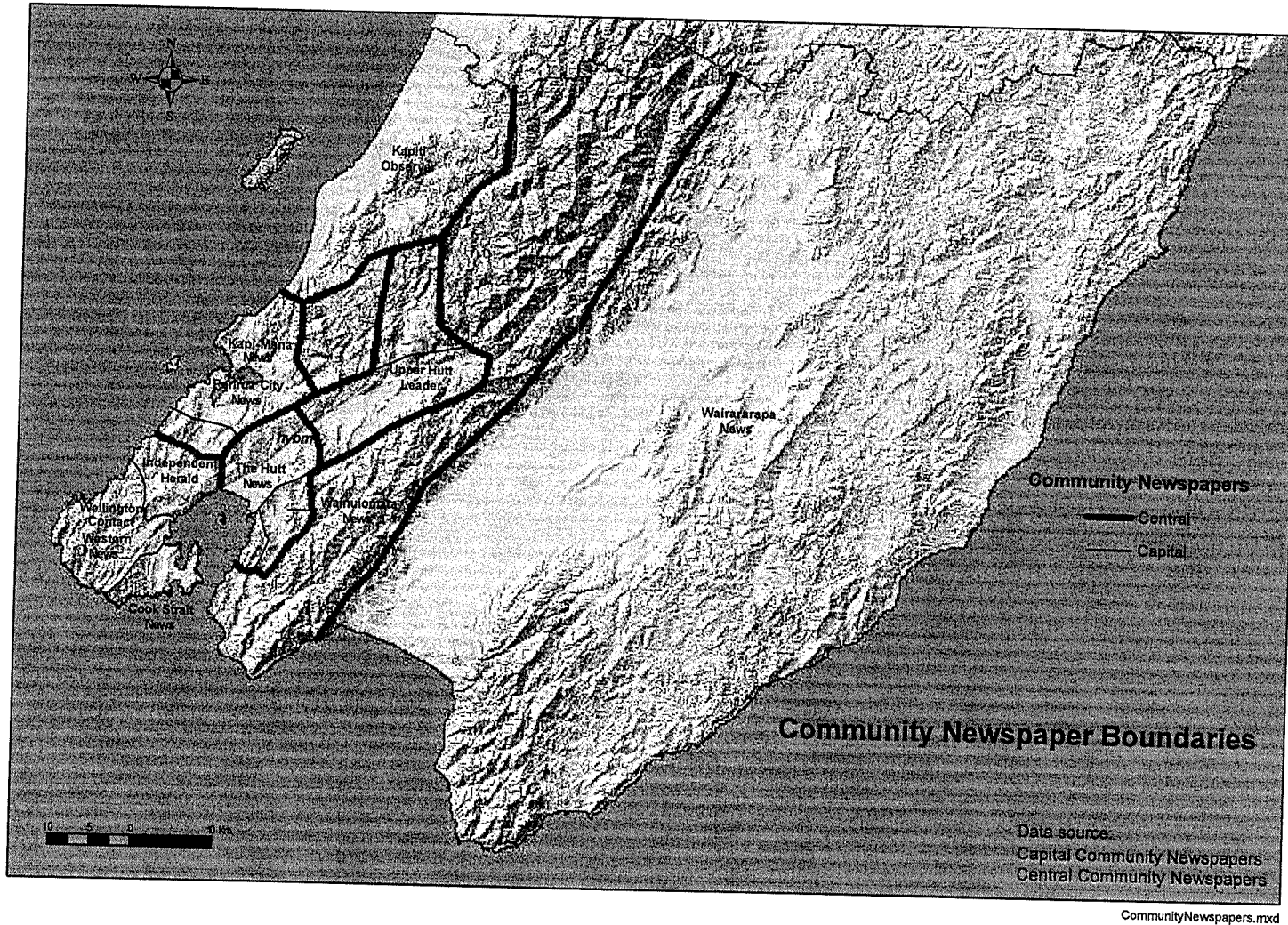


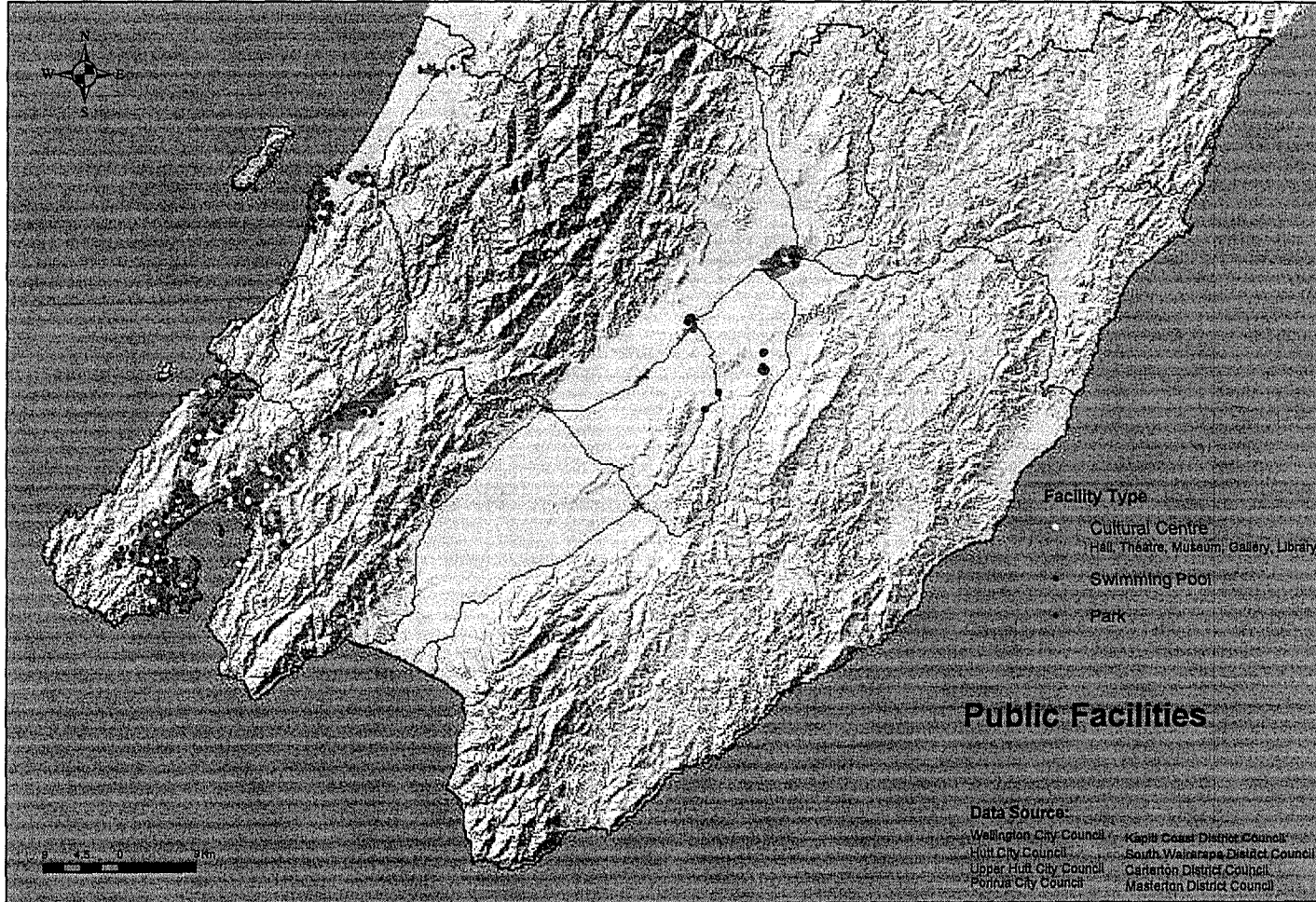




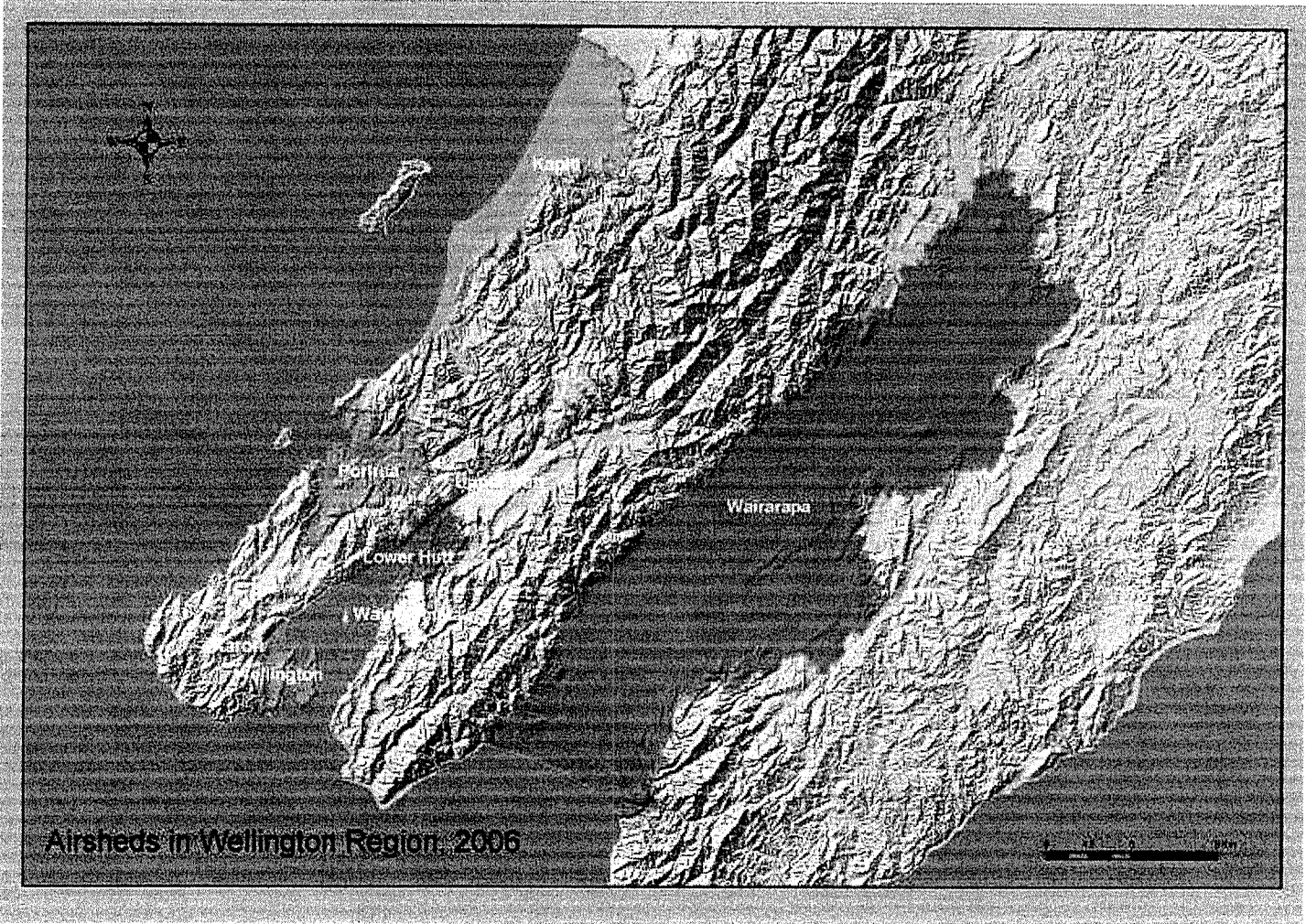
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Report **06.415**
Date **23 August 2006**
File **E/01/04/01**

Committee **Representation Review Subcommittee**
Author **Amy Norrish Manager – Secretariat**

Final representation proposal

1. Purpose

The purpose of this paper is to:

- a) analyse the written and oral submissions Greater Wellington has received on its initially proposed representation arrangements, and
- b) discuss the final representation arrangements the Representation Review Subcommittee (Subcommittee) will recommend to Council.

2. Significance of the decision

The Local Electoral Act 2001 sets out the process the Council must follow when reviewing its representation arrangements.

3. Background

As required by the Local Electoral Act 2001 (the “LEA”), the Council recently decided on its proposed representation arrangements for public consultation. The report outlining the Council’s proposal and reasons for it is provided in **Attachment 1**.

The Council’s proposal, which consists of four constituencies and 14 councillors, differs from the Council’s current representation arrangements. The requirements of the new LEA, which mean that the Council’s current representation arrangements of six constituencies and 13 councillors do not comply with the +/- 10% population formula, were the impetus for the change from the Council’s current arrangements.

On 21 August 2006, the Subcommittee received and noted 84 written submissions, and heard 12 oral submissions, on the Council’s proposed representation arrangements. At its meeting on 1 September 2006 the Subcommittee must consider the points raised in these submissions and decide on the final proposal to recommend to Council on 12 September 2006.

The Council's final proposal and the objection and appeal process that follows will be publicly notified. If Greater Wellington receives any objections or appeals, or the proposal does not comply with the population formula set out in the LEA, then the Council's representation arrangements will be determined by the Local Government Commission. The Commission will definitely be determining this Council's representation arrangements, as none of the options comply with the population formula because of the Wairarapa. This is the case regardless of whether there are one or two representatives elected from the Wairarapa constituency.

4. Comment

The LEA and the Local Government Commission's guidelines state that a council must be able to demonstrate that:

- it has considered all the submissions it has received on its initial proposal by providing reasons for the acceptance or rejection of submissions, and
- its final proposal is made in light of the submissions it received on its initial proposal.

The sub-sections below analyse the points raised by submitters. Details of the points raised by submitters are set out in the report provided to the Subcommittee at its meeting on 21 August 2006 (**Attachment 2**).

When deciding on the final proposal to recommend to Council, it is important that the Subcommittee gives weight not only to the number of submissions raising a particular point, but also to the strength of the arguments made by submitters.

4.1 Analysis of submissions

All but three submissions were opposed to the Council's proposed arrangements. Submitters' comments fell into the following categories:

- Support for separate constituencies for Upper Hutt and Lower Hutt (51 submissions)
- Support for separate constituencies for Kapiti and Porirua (18 submissions)
- Support for proposed representation arrangements (three submissions)
- Support for status quo (four submissions)
- Fewer councillors from more constituencies (five submissions)
- Support for Wairarapa and Upper Hutt being one community of interest (three submissions)

- Support for two councillors from the Wairarapa (four submissions)
- Opposition to two councillors from the Wairarapa (four submissions)
- Other proposals which included electing “at large” (four submissions)
- Request to change name of “Kapiti-Mana” constituency (one submission)

4.1.1 Merging of current constituencies

The majority of submitters were concerned with the merging of Upper Hutt with Lower Hutt, and Kapiti with Porirua. Fifty-one submissions opposed merging Upper Hutt with Lower Hutt to form one large constituency. Eighteen submissions opposed joining Kapiti and Porirua to form one large constituency.

All submitters argued strongly that all four areas were separate communities of interest. While the Council had identified many aspects that align Kapiti and Porirua, and Lower Hutt and Upper Hutt, in a regional council context when deciding on its initial proposal, submitters pointed out numerous differences between the communities (**pages 2-5 of Attachment 2**).

Submitters reasoned that they needed a representative from their community to ensure that their unique needs would be heard in the regional context, that is, that they got the required attention and action. Many submitters were concerned that the merged constituencies would result in members being elected from one area of the constituency. They felt that the only way to have guaranteed representation was to have separate constituencies.

What is the likelihood of not having a representative from each community?

Voting is determined by a number of factors, many of which cannot be known in advance of an election and can change from election to election. These factors include:

- The voting population.
- The number of candidates. If there are a large number of candidates then voters have more choice. This means voters from a particular community could split their votes between the several candidates and not elect anyone from their area.
- Who stands for election. A candidate who is well-known could receive the majority of votes regardless of where they live in the constituency.
- Voter turnout. This can change depending on a variety of factors, including voters’ level of interest and the demographics of a community e.g. younger people are less likely to vote than older people.
- How strategically people vote.

All these uncertainties make it difficult to predict the outcome of elections should Upper Hutt and Lower Hutt be merged, and Kapiti and Porirua be combined, so we can only deal in very loose levels of probability.

Submitters were particularly concerned that the population imbalances across the constituencies would result in communities with smaller populations of Kapiti and Upper Hutt losing a direct representative. This is less likely to be the case with Kapiti, than Upper Hutt.

While Porirua has a larger voting population than Kapiti, Kapiti generally has a higher voter turnout. This was reflected in the voter turnout at the 2004 elections. Information provided by Porirua City Council shows that in Porirua, only 13,398 residential voters turned out to vote, compared to 16,869 in Kapiti. Given the populations are not significantly different this could mean that similar numbers of people vote from each area.

Upper Hutt has only 28% of the voting population in the Hutt Valley. While a well-known person standing for election from Upper Hutt could ensure an elected member came from Upper Hutt, it is harder for the voting population imbalance to be overcome by such factors.

Do Kapiti, Porirua, Upper Hutt and Lower Hutt need a smaller constituency and direct representation to ensure each community is effectively represented?

Submitters talked in terms of the need to have a “guaranteed, direct representative” and said that failure to provide for this by having larger constituencies would lead to a “loss of representation”. But does it necessarily follow that no representative elected from a particular community equals no representation for that community?

It is the Council’s role to make decisions that are in the best interests of the region as a whole. Each councillor signs a declaration to say they will do this when they are sworn in at the beginning of each triennium. Our councillors are often working on issues that cross several communities of interest (and TA boundaries) e.g. water supply, roads, passenger transport, flood protection and catchment management.

Almost without exception, however, submitters are of the view that their needs would not be effectively represented if they did not have a representative that lived in their area. They stated that someone who lived elsewhere would naturally be more interested in, exposed to, or understand the issues arising from the community in which they live.

Submitters also considered that elected members would not be easily accessible in a bigger constituency. They said they would be less likely to have face-to-face meetings, casual meetings and attend events because of the great deal of travel and diversity across a large area.

It is difficult to find concrete analysis of such matters. It follows that a bigger constituency area and living outside of a community may lead to diluted

opportunities for direct interaction and result in the elected member(s) having less accountability to the public. As argued previously, however, how effective a councillor is at representing the area they are elected from is largely dependent on the person who is elected, that is, how dedicated they are, how much effort and time they put in, how open they are to others' views.

4.1.2 Two councillors from the Wairarapa constituency

Four submissions supported two councillors in the Wairarapa while four submissions opposed it.

As noted in Porirua City Council's submission, two members in the Wairarapa would create hugely disproportionate representation across the region in terms of the number of people per councillor. The Subcommittee needs to consider whether it is necessary to depart from the population formula in order to ensure effective representation of the Wairarapa community.

When deciding on its initial proposal the Council determined that a second representative was required because it a large land area (74% of the region) that is sparsely populated and has a high number of meetings because of the river and catchment schemes.

Effective representation for farmers

The Council's reasons for proposing two representatives in the Wairarapa were strongly supported by Federated Farmers. They made the point that the population formula does not account for geographical size or corresponding rating capital value and that it disadvantages rural communities. They stated that "it is extremely important that councillors are able to communicate their knowledge, concerns, and experience and are given the best possible opportunity to engage with the ratepayers who they represent . . . elected councillors from Wellington city wards (excluding rural areas) can achieve this just as effectively when representing a higher population per councillor, simply because of the logistical ease of attending meetings, functions, and meetings with groups of constituents."

The role of the Masterton office and the Rural Services and Wairarapa Committee

One submitter commented that the Wairarapa issues that were relevant to Greater Wellington were covered by Greater Wellington's Masterton office and the Rural Services and Wairarapa Committee.

Greater Wellington's Masterton office is a service centre, which provides regional services that have a Wairarapa focus. While the staff in the Masterton office are responsible for implementing policies at an operational level and providing advice to relevant committees on areas of expertise, they do not set the policy or outcomes – that is the responsibility of elected members.

The Rural Services and Wairarapa Committee certainly has input into the policies and outcomes. It also provides an opportunity to interact with the public. Not only do its appointed members bring the views of those they

interact with in the community to the committee table, the meetings are generally open to the public and provide for public participation.

The final decision-maker is, however, the Council which is the body of elected members. The Council has ultimate decision-making power and sets the rates and overarching policy and outcomes of the Council e.g. the Long-term Council Community Plan and Annual Plan. The Wairarapa councillors are elected by the community and therefore have the mandate to make such decisions, along with the other councillors.

Comparison with parliamentary electorates

Another submitter said that effective representation could be achieved with one councillor and provided parliamentary electorates as an example of large areas covered by one representative. This is debateable, as there is little information which assesses whether or not such electorates are effectively served. In fact there have been concerns expressed about the size of these electorates too.

It is also difficult to compare parliamentary electorates with regional council constituencies, as constituency Members of Parliament usually have at least one office in their electorate and two full time staff members to help with their local duties. In addition, they often have help from list members, who also work to represent local communities or special communities.

River and catchment scheme meetings

There is no requirement for Wairarapa elected members to attend river and catchment scheme meetings and one of the current Wairarapa members of this Council has attended only four such meetings in the last 18 months alone. One submitter said that this demonstrates that there was no need for two Wairarapa representatives.

While there is no statutory requirement to attend these meetings, it is the point at which the elected members can engage face-to-face with the people that are being rated. These people pay relatively high rates because there are a small number of ratepayers in the area for significantly costly activities, for example, flood management and soil conservation.

Relationship with Wairarapa ratepayers

The importance of a close relationship, given the relatively high rates paid by individuals in the Wairarapa, is reflected in the comments made by Federated Farmers. The kind of activities the Council carries out in the Wairarapa, such as flood protection, biosecurity (1080) and soil conservation (planting and land retirement) directly impacts on many individual landowners to a great extent.

4.1.3 Fewer councillors from more constituencies

Thirteen submissions supported the status quo which provides for 13 elected members, three supported the proposal which provides for 14 councillors and five submissions (7, 10, 61, 37, 83) supported a reduction to ten councillors. It

is interesting that those who supported a reduction were based on proposals that had more than four constituencies.

Some submitters said that the workload did not require more than ten representatives and that this would save money. The pool of money allocated to pay elected representatives is determined by the Remuneration Authority. This pool is not influenced by the number of elected representatives, so having less councillors would not result in less money in terms of the total remuneration pool. However, a smaller number of representatives could possibly result in a smaller number of committees and meetings which may reduce the costs a little, that is, catering costs, printing of agendas and staff time to service meetings.

Of course, a smaller number of councillors is likely to result in a higher workload in terms of number of community meetings to be attended etc. However, the impact this has on effective representation, especially when talking about the difference between 10 and 14, is unclear.

One submitter stated that many Council and committee meetings over the past few years have had little business and that this was not surprising given that councillors' true business is the development and monitoring of the ten-year plan. The business of the Council ebbs and flows. While some committees have had less work to do at times, the workload of others have increased, for example, to consider urgent transport matters.

The submitter also noted that when the Council moved from 14 to 13 councillors there was no sense of extra workload. There is no concrete evidence which assesses this. It is difficult to judge as it depends on what activities the council is undertaking at the time, changes to legislative requirements, prioritisation of tasks, and the level of input of individual councillors.

4.1.4 Wairarapa and Upper Hutt as one community of interest

While the submitters are correct in saying that Upper Hutt and the Wairarapa have some similarities which link them, there are also a number of key differences. It is true that both communities share a rural flavour and are joined by key roads and rail routes. There are also some similarities in terms of the Council's activities e.g. biosecurity and flood protection are important to both. There are also a number of key differences, which officers believe clearly define these two areas as separate communities of interest, including:

- The areas are physically divided by a mountain range.
- They have different natural features. Upper Hutt is in a valley and is land-locked. The Wairarapa comprises wide, open plains which end at the coast.
- Upper Hutt is predominantly urban, and while it has a rural flavour, there are a high proportion of life-style blocks. Unlike the Wairarapa, a large part of Upper Hutt's economy does not rely on its rural sector.

- The Wairarapa has other aspects that differentiate it further from Upper Hutt, such as its viticulture. It is also marketed as a holiday destination and there are a growing number of boutique hotels, eateries and shops to support this industry.

4.1.5 Other proposals which included electing “at large”

A few submitters suggested some alternative arrangements, which included a mix of constituency and at large elections for parts of the region. Under the Local Electoral Act 2001 there is no provision for regional councils to hold at large elections, either within a single constituency or for the Council as a whole.

4.1.6 Constituency name

One submitter recommended that the name of the Kapiti-Mana constituency be changed to Porirua-Kapiti because:

- most people know the area as Porirua not Mana, and
- Porirua should go first as they have the largest population.

While the Council had its reasons for proposing the name Kapiti-Mana, officers suggest that the Subcommittee re-consider the constituency name, should the Council go ahead with a proposal that merges the current Porirua and Kapiti constituencies.

Mana is the island that many parts of Porirua look to and it is well-known in the area. It is also the name of a small suburb of Porirua. However, Mana would not often be used by locals to describe the much larger area. The area is more likely to be referred to as Porirua. Porirua would be seen to include Mana, but Mana would not include Porirua.

The name Porirua-Kapiti would be an appropriate alternative, as it is more reflective of the full breadth of the area and the communities the constituency encompasses. This is also the case with the name West Coast. This name was previously discussed by Subcommittee members.

4.2 Representation options

The Council can only amend its proposal in light of what was said in the submissions it has received. Having considered the reasons for choosing its initial proposal (**Attachment 1**), the members of the Subcommittee need to ask themselves: is there anything compelling enough in what submitters have said that requires an amendment to our initial proposal?

Officers feel that submitters make some strong arguments in relation to:

- The number of representatives in the Wairarapa, for example, representation for farmers, representation already provided through the Masterton office and Rural Services and Wairarapa Committee, river

and catchment scheme meetings, and the need for a close relationship with ratepayers.

- Separate communities of interest for Kapiti and Porirua e.g. unique needs, loss of direct representative, and the need for a direct representative to ensure effective representation.
- Separate communities of interest for Upper Hutt and Lower Hutt e.g. unique needs, loss of direct representative especially due to population imbalance, and the need for a direct representative to ensure effective representation.

Other points were made in relation to the total number of councillors in total, for example, the impact on workload and the effectiveness of representation when numbers reduced, which may also be worth considering.

The dilemma for the Council is that no option that is reasonably available to Council can meet all of the submitters' requests. The final proposal will, therefore, depend on the weighting the Subcommittee gives to each of the above factors. As there is limited concrete evidence to measure the impact of these factors on effective representation councillors will have to make judgements based on their experience and that of the submitters.

The Subcommittee could recommend that Council remain with its initial proposal, or it could recommend one of the following options:

- **Option 1** - Ten councillors and six constituencies, where the constituency boundaries remain the same as they are currently (**Attachment 3**). In this option Upper Hutt falls outside the +/-10% population formula (over-represented by 17.7%). The Council would be required to put forward a compelling argument in terms of the effective representation of the Upper Hutt community to the Local Government Commission.
- **Option 1a** – The same as 1 above, but with an additional representative in the Wairarapa (**Attachment 4**). The Council would be required to put forward a persuasive argument in terms of the Wairarapa and the corresponding under-representation in Wellington, Porirua, Upper Hutt Kapiti.
- **Option 2** - Thirteen councillors and five constituencies, where the current Upper Hutt and Lower Hutt constituency remain separate (as they are currently), but Kapiti and Porirua are merged to form one large constituency (**Attachment 5**).
- **Option 2a** – The same as 2 above, but with an additional representative in the Wairarapa (**Attachment 6**). The Council would be required to put forward a persuasive argument in terms of Wairarapa.

- **Option 3** - Ten councillors and five constituencies which keep Kapiti and Porirua separate, but Lower Hutt and Upper Hutt are merged to form the Hutt Valley constituency (**Attachment 7**).
- **Option 3a** - The same as 3 above, but with an additional representative in the Wairarapa (**Attachment 8**). The Council would be required to put forward a persuasive argument in terms of the Wairarapa and the corresponding under-representation.
- **Option 4** - Four constituencies and 13 councillors (**Attachment 9**).

4.2.1 One or two representatives in the Wairarapa

If Council decides it is essential to have two representatives in the Wairarapa, then the Council should opt for a scenario that consists of 14 councillors, that is, the current proposal or option 2a. This is because there would be significant discrepancies between the under-representation and over-representation in options that consist of 11 councillors in total. Officers feel that it is highly unlikely that the Local Government Commission would support such a proposal.

The current proposal aims to be consistent in approach across the region in terms of communities of interest. Option 2a provides for separate constituencies for Upper Hutt and Lower Hutt, while Kapiti and Porirua remain joined together as one constituency. Option 2a pits the needs for two representative of Wairarapa against the requests for separate constituencies for Kapiti and Porirua.

If the Subcommittee recommends only one representative in the Wairarapa then the Subcommittee could choose between options 1, 2, 3 or 4.

4.2.2 More councillors or direct representation?

When considering options 1, 2, 3 and 4, the preferred option will depend on whether the Subcommittee thinks representation is going to be more effectively served by:

- more councillors or direct representation, and
- whether separate representation is required for Kapiti, Porirua, Upper and Lower Hutt or there is a higher need for direct representation in Upper Hutt and Lower Hutt, or Kapiti and Porirua.

Options 2 and 4 provide for 13 councillors. Option 2 also provides for separate representation for Upper Hutt and Lower Hutt, but not Kapiti and Porirua. This begs two questions: Is direct representation necessary (if not option 4) and does Upper Hutt and Lower Hutt need direct representation more than Kapiti and Porirua (if yes option 2)?

Options 1 and 3 provide for ten councillors. Option 1 provides for separate constituencies for Upper Hutt, Lower Hutt, Porirua and Kapiti. Option 3

provides for separate constituencies for Porirua and Kapiti, but Upper Hutt and Lower Hutt are joined together to form one constituency.

Officers believe that the only difference between the submissions for Kapiti and Porirua and Upper Hutt and Lower Hutt is the discrepancy in voting population between Upper Hutt and Lower Hutt. However, this is not enough to know what the outcome of an election will be. As stated earlier, it would only take someone who was well-known to stand in Upper Hutt or for several people from Lower Hutt to stand and only one from Upper Hutt for a representative from Upper Hutt to be elected.

5. Communication

5.1 Public notice of final proposal

Once the Council has made its decision a public notice will be placed in the region's main newspapers. Section 19N of the LEA states that this public notice must:

- Incorporate any amendments resolved
- State both the reasons for the amendments and the reasons for any rejection of submissions
- Specify the right of appeal and objection, including the place and closing date for the receipt of appeals.

5.2 Replies to submitters

Formal replies will also be sent to submitters once the Council has decided on its final representation arrangements. These will be signed by the Council Chairman. The replies will make it clear why the Council proposed a change to the current arrangements in the first place and why the final proposal was decided upon.

6. Recommendations

That the Subcommittee:

1. *Receives the report.*
2. *Notes the content of the report.*
3. *Makes a decision on which option it will recommend to the Council for its final representation proposal.*
4. *Notes that the Council's final proposal will be forwarded to the Local Government Commission for its determination.*

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Attachment 1: Report 06.221 – Proposed representation arrangements

Attachment 2: Report 06.401 – Summary of submissions on proposed representation arrangements

Attachment 3: Map of Option 1

Attachment 4: Map of Option 1a

Attachment 5: Map of Option 2

Attachment 6: Map of Option 2a

Attachment 7: Map of Option 3

Attachment 8: Map of Option 3a

Attachment 9: Map of Option 4



greater WELLINGTON
REGIONAL COUNCIL

Report 06.221
Date 23 May 2006
File E/01/04/01

Committee Policy, Finance and Strategy Committee
Author Margaret Shields, Chairperson, Representation Review Subcommittee

Proposed representation arrangements

1. Purpose

To decide on the Council's proposed representation arrangements for public consultation.

2. Significance of the decision

The matters for decision in this report are of significance. The Local Electoral Act 2001 (LEA 2001) sets out the consultation process that the Council must follow in making such decisions.

3. Background

3.1 Representation Review Subcommittee

In December 2005 the Council established the Representation Review Subcommittee to help the Council review its representation arrangements. One of the Subcommittee's key functions is to make a recommendation to the Policy, Finance and Strategy Committee on Council's proposed representation arrangements for public consultation. This report sets out the Subcommittee's recommendations and discusses the key representation options the Subcommittee considered.

3.2 Legal requirements

There are a number of legal requirements that must be taken into account when determining the Council's representation arrangements. The key requirements are fair representation, (which provides a population formula based on the number of people per councillor), and effective representation of the region's communities of interest. (See **Attachment 1** for a full description of the legal requirements under the LEA 2001.)

The Council may only depart from the population formula required for fair representation where it is necessary to do so to ensure the effective representation of communities of interest. A decision by the Council not to

comply with the population formula must be referred to the Local Government Commission for determination. If the Commission does not deem that the Council has robust reasons for its proposal to be robust then it may impose different representation arrangements. All of the representation options available to the Council, including the recommended option, fall outside of the population formula.

3.3 Preliminary consultation

In preparation for recommending the proposed representation arrangements the Subcommittee carried out preliminary consultation with key stakeholders, i.e. local territorial authorities, community boards and residents' associations. This involved a letter to all stakeholders and a meeting for interested stakeholders.

4. Comment

4.1 Four key options

The Subcommittee explored a huge variety of different representation scenarios and came up with four key options (**Attachment 2**). All other scenarios were discarded because they either did not comply with the population formula in all constituencies except the Wairarapa, or they did not adequately reflect the region's communities of interest. These included the Council's current representation arrangements, which fall outside of the population formula in the Wairarapa, Porirua and Kapiti constituencies (**Attachment 3**).

Councillors will note that all of the four key options are based on one elected member in the Wairarapa. There is, however, the possibility of adding another councillor to the Wairarapa for any of the four options (see discussion under 4.2.6).

We have not shown what each option would look like with two representatives in the Wairarapa. Legal advice states that, where a specific community of interest (or grouping of communities of interest) is considered to be more effectively represented without complying with the population rule, then compliance with the rule may be relaxed for the balance of the region, particularly if continuing to apply the rule would create impediments to effective representation for the region overall. However, the rule would need to be applied to the extent practicable.

In Greater Wellington's case, two representatives in the Wairarapa cause other constituencies to fall outside of the population formula. Adjusting the numbers of councillors and constituency boundaries to fit the formula for those constituencies would not make sense in terms of effective representation of communities of interest.

All options are based on identified communities of interest. **Attachment 4** contains maps which relate to the region's communities of interest.

4.2 Assessing the options

When deciding which option to recommend to the Council the Subcommittee considered the following matters in terms of how well they met the requirements of the LEA 2001:

- More or fewer councillors?
- Larger constituencies or smaller constituencies?
- Communities of interest and constituencies based on territorial authority areas or regional council functions?
- Kapiti and Porirua as two constituencies or joined together to form one large constituency?
- Upper Hutt and Lower Hutt as two constituencies or joined together to form one large constituencies?
- One or two elected members in the Wairarapa constituency?

4.2.1 More or fewer councillors?

Options 1 and 2 provide for 13 councillors, while options 3 and 4 provide for 10 councillors. This would result in 14 or 11 councillors respectively if there were two councillors in the Wairarapa constituency.

The LGA 2002 places considerable emphasis on the ability of councils to reflect community diversity in their decision-making. The Subcommittee considered whether or not the number of councillors would compromise how aware or sympathetic the Council is to different concerns or minority views.

The Wellington region has a diverse community, comprising a mix of rural coastal and city elements which, while definitely stronger in some areas, are spread throughout the entire region. This leads to a diversity of needs and views which all need to be represented.

While there is a strong rural component in the Wairarapa and Upper Hutt, there are also elements of rural life in western Wellington (towards Makara and Owhiro Valley) and on the Kapiti Coast (Reikorangi and Maungatuk) and Porirua (Pauatahanui). There is a string of coastal communities on the Kapiti Coast, but also in Porirua (Paremata, Plimmerton, Pukerua Bay and Titahi Bay) and the Wairarapa (Riversdale, Castle Point and Ngawi). Urban life is not just focussed on Porirua and Wellington, Upper Hutt and Lower Hutt cities. It is also building in other areas of the region such as Kapiti. In all areas, including the key cities, Wellington, Masterton, Upper Hutt, Lower Hutt and Porirua, there is a wide range of socio-economic and demographic factors.

Unfortunately there is no concrete evidence on whether or not a greater number of councillors is more likely to better represent the diversity of opinion across the region, or whether or not the difference between 10 and 14

representatives is enough to make a difference to the level of effective representation.

Common-sense would say that more councillors equal more effective representation. With more councillors there is more chance of there being a diversity of views. More councillors also reduce councillors' workload, enabling them to meet and hear community views more often and from a wider variety of groups or individuals. How reflective those views are of the region's communities, however, will be largely dependent on individual councillors' availability and their level of input.

4.2.2 Larger or smaller constituencies?

There is not a wide variety of choice in terms of larger or smaller constituencies i.e. either four larger constituencies (options 1 and 3) or five constituencies (options 2 and 4). This is because none of the representation scenarios with six or more constituencies complied with the requirements of the LEA 2001.

Proponents of smaller constituencies for regional councils say that a local representative makes sure local issues are heard in the bigger, region-wide context. However, those who support regional councils having bigger constituencies state that it aligns with councillors' focus on the regional perspective and will help people move away from the idea that local regional councillors are the spokesperson for the territorial authority area with which their constituency is aligned.

It was noted that larger constituencies could result in an increase in the number of councillors that electors can vote for. This is the case when comparing option 4 (five constituencies with one representative in the Kapiti constituency and one representative in the Porirua constituency) against option 1 or 2 (which have one large Porirua-Kapiti constituency which has three representatives). However, under option 3 there would only be two representatives for the Porirua-Kapiti constituency.

A mayor of one of the region's territorial authorities said that there was a willingness to work with representatives from a larger constituency that went beyond the boundaries of a single territorial authority.

4.2.3 Boundaries based on territorial authority areas

The Subcommittee examined the possibility of defining communities of interest according to regional council functions, such as water catchments and air sheds. Members concluded, however, that defining communities of interest and constituency boundaries by regional council functions was not appropriate because:

- most regional council functions, such as water catchments, air sheds or pest management areas are not aligned and/or only cover part of region. Therefore only one Council function could be used to determine communities of interest. It could also lead to separating

people that are in very close in proximity and who would consider themselves to be part of the same community of interest in other respects.

- it would require using meshblocks, instead of territorial authority and ward boundaries. According to legislation, where practicable, the boundaries of a regional council's constituencies should be aligned with one or more territorial authority boundaries or ward boundaries.
- the importance of territorial authority areas in providing a sense of community. Who picks up one's rubbish and recycling, provides sewerage facilities and provides building consents is a big part of identifying where one's community of interest is.

All of the options in this paper are based on territorial authority areas or unifying territorial authority areas.

4.2.4 Kapiti and Porirua

Some argue that Kapiti and Porirua are distinct communities of interest. One person providing preliminary feedback to the Subcommittee stated that "Kapiti is a string of towns on the outskirts of the region with different characteristics and needs from city dwellers".

Others say that Kapiti and Porirua have a lot in common, especially in a regional council context, and that joining them together in one large constituency would not destroy those communities of interest. Kapiti and Porirua follow along the same stretch of coastline and, like Kapiti, Porirua also has a number of seaside communities, such as Pukerua Bay, Plimmerton, Paremata and Titahi Bay. They are also joined by key roads and public transport lines.

4.2.5 Upper Hutt and Lower Hutt

While Upper Hutt and Lower Hutt are different in social aspects, they are connected in a number of ways that are relevant to the functions of the regional council, such as flood management and public transport.

No concerns were raised about the two areas being joined together at a meeting held with Subcommittee members and key territorial authorities on 2 May 2006.

4.2.6 Wairarapa

The Subcommittee considers that there needs to be two councillors in the Wairarapa constituency in order to provide for the effective representation of communities of interest.

The Wairarapa constituency is a distinct community of interest. It is a large land area (74% of the region) that is separated from the rest of the region by the Rimutaka Ranges and, in comparison to the rest of the region, it has a strong rural focus.

One representative in the Wairarapa could make it difficult for that member to have a strong link with their constituents and effectively represent their views. Elected members in the Wairarapa attend formally constituted meetings for river and catchment schemes (about 17 schemes). There can be up to 100 meetings annually. Wairarapa members also represent a diverse community that is relatively sparsely populated. Members often get requests to meet with individual farm owners and the large number of meetings and long travel times could significantly limit the access the population has to an elected member and vice-versa if there was only one member.

Carterton District Council, Griff Page, Chief Executive of South Wairarapa District Council, the Pauatahanui Residents' Association and Claire Bibby have all formally and specifically noted their support for two representatives in the Wairarapa.

4.2.7 Other

When making a decision on the recommended proposal, the Subcommittee also considered the following points:

- Option 1 and 2 are slightly over-represented in the Kapiti-Porirua by 8.3%. This may be helpful in the future as it will help to cater for the population growth that is predicted for the Kapiti Coast and reduce the likelihood that the constituency boundaries would have to change in the near future.
- In option 1 the number of representatives in each constituency is very even. This could in turn help ensure balanced, region-wide decision-making, as there would not be the opportunity for the members of one constituency to vote one way and sway a decision of Council.

4.3 Recommended option

The Subcommittee recommends the Council proposes option 1, with an additional councillor in the Wairarapa constituency, for the following reasons:

- Representation is more effective with a greater number of councillors. It is more likely to result in a diversity of councillors who can represent the range of views within the region.
- More councillors will also reduce councillors' workload, enabling them to meet and hear community views more often and from a wider variety of groups or individuals.
- Larger constituencies align with councillors' focus on the regional perspective and will help people move away from the idea that local regional councillors are the spokespeople for the territorial authority area with which their constituency is aligned.
- Larger constituencies result in an increase in the number of councillors that electors can vote for.

- Joining Kapiti and Porirua together, and Lower Hutt and Upper Hutt together does not destroy those communities of interest. Each area has a lot in common, especially in a regional council context, such as major roads, public transport, flood protection and natural features such as the coastline.
- Basing constituencies on territorial authority areas or unified territorial authority areas recognises the importance of territorial authority areas in providing a sense of community. Who picks up one's rubbish and recycling, provides sewerage facilities and provides building consents is a big part of identifying where one's community of interest lies.
- Option 1 is over-represented by 8.3% in the Kapiti-Porirua. This may be helpful in the future as it will help to cater for the population growth that is predicted for the Kapiti Coast and reduce the likelihood that the constituency boundaries would have to change in the near future.
- The number of representatives in each constituency is relatively even. This could in turn help ensure balanced, region-wide decision-making, as there would not be the opportunity for the members of one constituency to vote one way and sway a decision of Council.
- The Wairarapa requires two councillors to ensure the effective representation of communities of interest. It is a distinct community of interest with a large land area, diversity of views and high number of meetings because of the river and catchment schemes.

4.4 Constituency names

Where the current Kapiti and Porirua constituencies are joined together the Subcommittee recommends that the constituency be called the Kapiti-Mana constituency. Where the current Lower Hutt and Upper Hutt constituencies are unified the Subcommittee recommends it be called the Hutt Valley constituency. It is suggested that all other constituency names remain as they are.

5. Communication

Once the proposal is approved by the Council, a public notice will be placed in the main newspapers to advise members of the public of the proposed representation arrangements and tell them how they can make submissions on the proposal. This is a requirement of the LEA 2001.

In August 2006 the Subcommittee will hear and consider all submissions that are received from members of the public on the proposed representation arrangements. The Subcommittee will then make recommendations to the Policy, Finance and Strategy Committee on what, if any, amendments should be made to the Council's proposed representation arrangements.

6. Recommendations

That the Committee:

1. *Receives the report.*
2. *Notes the content of the report.*
3. *Recommends that the Council proposes the following representation arrangements for the Wellington Regional Council:*

<i>Constituency name</i>	<i>Constituency boundary</i>	<i>Number of members</i>
<i>Wellington Constituency</i>	<i>Remains unchanged. Based on the current boundary of the Wellington City Council</i>	<i>5</i>
<i>Hutt Valley Constituency</i>	<i>Based on joining the current boundaries of the Hutt City Council and Upper Hutt City Council</i>	<i>4</i>
<i>Kapiti-Mana Constituency</i>	<i>Based on joining the current boundaries of the Kapiti Coast District Council and Porirua City Council</i>	<i>3</i>
<i>Wairarapa Constituency</i>	<i>Remains unchanged. Based on joining the current boundaries of South Wairarapa District Council, Carterton District Council and Masterton District Council, and the area of the Tararua District Council that is just South of the Owahanga River catchment</i>	<i>2</i>

Report prepared by:

Report approved by:

Amy Norrish

Section Leader - Council Secretariat

Margaret Shields

Chairperson, Representation Review Subcommittee

Attachment 1: Description of legal requirements under the LEA 2001

Attachment 2: Maps of the four key options

Attachment 3: GWRC's current representation arrangements

Attachment 4: Communities of interest maps



greater WELLINGTON
REGIONAL COUNCIL

Report **06.401**
Date 13 August 2006
File E/01/04/05

Committee **Representation Review Subcommittee**
Author **Amy Norrish Manager - Secretariat**

Summary of submissions on proposed representation arrangements

1. Purpose

To provide an overview of the submissions Greater Wellington has received from the public on its proposed representation arrangements.

2. Significance of the decision

The matters for decision in this report do not trigger the significance policy of the Council or otherwise trigger section 76(3)(b) of the Local Government Act 2002.

3. Background

Greater Wellington has received 84 submissions on its proposed representation arrangements. This includes two petitions, one from Summerset at the Course Retirement Village, the other from Kapiti Coast Grey Power Association. All submissions have been compiled into a bound volume and circulated to Representation Review Subcommittee members. Ten submitters have also asked to be heard in support of their submission. Submissions will be heard and considered by the Representation Review Subcommittee on 21 August 2006.

4. Comment

4.1 Origin of submissions

Most of the 84 submissions Greater Wellington has received were from individuals in the region's community, with the majority coming from Upper Hutt residents. Eight submissions were from local government (Wellington City Council, Porirua City Council, Upper Hutt City Council, Kapiti Coast District Council, Hutt City Council, South Wairarapa City Council, Tawa Community Board and Otaki Community Board). Three were from local organisations (Wellington Local Labour Body Committee, Wairarapa Federated Farmers and Kapiti Coast Grey Power Association).

Submissions included two petitions, one from Summerset at the Course Retirement Village with 49 signatures, the other from Kapiti Coast Grey Power Association with 221 signatures.

Location of submitter	Number of submissions
Wellington	7
Lower Hutt	3
Upper Hutt	48 (one of which is a petition from Summerset at the Course Retirement Village)
Porirua	2
Kapiti	15 (one of which is a petition from Kapiti Coast Grey Power Association)
Wairarapa	2
Unknown	7

4.2 Key themes

Of the 84 submissions received by the Council, 81 opposed the Council's proposed representation arrangements. (The proposed arrangements are provided in **Attachment 1**). The majority of submissions discussed their opposition to the proposal to combine Porirua and Kapiti, and Upper Hutt and Lower Hutt.

4.2.1 Support for proposed arrangements

Three submissions (62, 73, 82) stated support for the Council's proposal, but two requested that the next review be carried out in 2009. They stated this was due to concerns around under-representation for Wellington constituents, particularly given the expected population growth and the regional rate income obtained from the Wellington constituency.

While submission 10 did not agree with the proposal in its entirety it did support for merging Porirua with Kapiti, and Upper Hutt with Lower Hutt, because it is aligned with the Council's core functions and most significant financial obligations, such as transport and flood protection.

4.2.2 Separate representative for Upper Hutt needed

Fifty-one submissions recorded their opposition to combining the current Upper Hutt and Lower Hutt constituencies to form one Hutt Valley constituency. Many submitters were concerned that this would result in Upper Hutt losing its voice on the regional council because Upper Hutt had a much smaller voting population (only 28% of the Hutt Valley according to one

submitter). A few submitters noted this was even more likely when using a First Past the Post electoral system.

Submitters argued that Upper Hutt should have its own representative for a variety of reasons, including:

- Upper Hutt is one of the largest cities in New Zealand in terms of land area.
- Upper Hutt has significant regional resources, many of which are important for the whole region e.g. water supply, forestry, regional parks, transport link between Wellington and Wairarapa.
- Upper Hutt is the only area in the region growing within all sectors.
- Lower Hutt representatives would be thinking of own needs and agendas and will not fully understand the concerns and vision of the Upper Hutt people. This was of particular concern to one submitter who said that Lower Hutt and Upper Hutt disagree in key matters of concern e.g. flood protection and transportation.
- No representative would dilute the opportunity for direct interaction and accountability to the public. For greater accountability communities expect contact and communication with elected members.
- To be effective a councillor must be connected to, and be part of, the community they represent.
- Aging population means Upper Hutt needs representatives who are accessible.
- Loss of a representative would lead to a rates rise.

Many submitters also noted the differences between the communities of Upper Hutt and Lower Hutt, which resulted in different needs. Submitters said that:

- Upper Hutt has large rural areas, a provincial character and civic pride.
- Lower Hutt has the sea and Upper Hutt is inland.
- Upper Hutt people identify with the facilities and services available within the community.

One submitter stated that the change was an attempt to fix a problem that did not exist.

Hutt City Council said that they supported the current arrangements for Upper Hutt and Lower Hutt, with 1 and 3 elected members respectively.

4.2.3 Keep Kapiti and Porirua separate

Eighteen submissions specifically recorded their opposition to combining Kapiti with Porirua to form one large constituency. Many submitters felt that Porirua's population base would result in no representative being elected from Kapiti. A few submitters noted this was a particular concern under a First Past the Post electoral system. One submitter cited the 2004 Capital and Coast District Health Board elections, which saw Kapiti lose a member on the Board.

Submitters were concerned that losing a direct representative in Kapiti would mean their views would not be accounted for on key work programmes, such as flood protection and transport, and that their unique problems would not get the required attention and action. Submitters doubted that a councillor living in Porirua would be interested in, or would pursue, Kapiti issues. They considered that someone elected from Kapiti would be naturally more interested in, or exposed to, issues arising from Kapiti.

One submitter commented that elected members would not be easily accessible. They considered that they were less likely to have face-to-face meetings, casual meetings and attend events because of the great deal of travel and diversity across a large area. Another submitter stated that the broader the representation, the more at large the voting, the less important the authority would seem to the constituency.

Many submitters felt very strongly that Porirua and Kapiti had separate communities of interest and noted the following reasons:

- Kapiti and Porirua are geographically separated between Pukerua Bay and Paekakariki. There will never be adjacent housing. The Transmission Gully road will result in further separation.
- The coastline between Kapiti and Porirua is contiguous, not shared.
- Kapiti sees its closest kinship with Horowhenua, not Porirua. Porirua links with Tawa, Wellington and Hutt Valley.
- Kapiti and Porirua have different interests and focuses on key issues of concern to Greater Wellington i.e. harbour management, water supply, separate water catchments, flood protection, environmental concerns, river and wetland management and transport. Kapiti and Porirua are differently affected by flooding and sea level rise. Kapiti suffers from inadequate rail infrastructure, poor internal connectivity and lack of rail passenger services up North.
- Porirua is city focused while Kapiti is more coastal and rural.
- Kapiti has a larger older population and Porirua has a higher number of Māori and Pacific Island people. This results in very different social and cultural issues.

- The two areas have separate schools, businesses and recreation centres which cater for different needs given different population make-up of each area.
- Kapiti is facing significant growth management issues.

Many submitters urged the Council to depart from the population formula in order to provide for effective representation of communities of interest. Two submitters stated that while there was a numerical basis to change the current set up, there was no proven electoral necessity. Kapiti Coast Grey Power said they are not aware of any approach being made to increase representation or complain about a lack of representation.

Many submitters felt it was important that they had a direct representative, given the current and projected growth in Kapiti over the next while. Some submitters said that eventually Kapiti would need more than one representative. Two submitters specifically said that they would rather Kapiti be under-represented with one representative than have no guarantee of a direct representative.

4.2.4 Fewer councillors from more constituencies

Five submissions (7, 10, 61, 37, 83) supported a reduction to ten councillors, elected from more than four constituencies. They said that the workload did not require more than ten representatives and that it this would save money. One submitter stated that many Council and committee meetings over the past few years had little business and that this was not surprising given that councillors' true business is the development and monitoring of the ten-year plan. The submitter also noted that when the Council moved from 14 to 13 councillors there was no sense of extra workload.

One submission supported any decrease in councillor numbers, while another proposed that the regional council be disestablished.

4.2.5 Against two councillors from the Wairarapa constituency

Four submitters (10, 13, 61 and 8) commented that they did not support having two representatives from the Wairarapa constituency. One submitter said that the Wairarapa issues that were relevant to Greater Wellington were covered by Greater Wellington's Masterton office and the Rural Services and Wairarapa Committee. Another said that effective representation could be achieved with one councillor and provided parliamentary electorates as an example of large areas covered by one representative. That submitter also noted that there was no requirement for members to attend river and catchment scheme meetings and that one of the current Wairarapa members of this Council had attended only four such meetings in the last 18 months.

Porirua City Council said that two members in the Wairarapa would create hugely disproportionate representation across the region in terms of the number of people per councillor.

4.2.6 Support for two councillors from the Wairarapa constituency

Four submitters (18, 21, 82 and 33) specifically stated their support for two representatives in the Wairarapa. Two submitters discussed that it was necessary to ensure effective representation, given the large land area (74% of the region) with scattered populations (40,000 people over 600,000 hectares) and the level of activity based on responsibilities undertaken by Greater Wellington. Two representatives would make it easier to attend meetings, functions and see constituents. Another submitter said they supported the proposal because of Wairarapa's near insular semi-isolation.

One submission commented that the population formula prescribed by the Local Electoral Act 2001 did not account for geographical size or corresponding rateable capital value and that it disadvantaged rural communities.

4.2.7 Wairarapa and Upper Hutt communities of interest

Three submissions (10, 56 and 49) commented that the Wairarapa and Upper Hutt had more in common than did Upper Hutt and Lower Hutt. One submitter suggested that Upper Hutt and the Wairarapa should be combined to form one constituency, arguing that they are joined by key road and rail routes and share a rural flavour.

4.2.8 Support for status quo

Four submissions (18, 48, 69, 81) requested that the Council retain the status quo. One submitter commented that this would ensure areas are not pushed further away from the governing body.

4.2.9 Other

One submission (11) commented on constituency names, saying that Kapiti-Mana constituency should be the Porirua-Kapiti constituency. The reasoning was that Mana is a small suburb of Porirua, and Porirua should be first as it is larger.

One submitter said that changes to representation should not be decided by councillors. It should be done through a referendum of those who are affected. Another submitter said that affected ratepayers should be asked their opinion in a questionnaire in the rates demand.

Other representation proposals suggested by submitters included:

- one member for Kapiti, one for Porirua and one at large (submissions 26 and 27)
- six constituencies with mix of separate and amalgamated representation (submission 64)

- councillors elected according to constituency then each constituency is divided into separate wards with a councillor allocated to each ward (submission 58).

5. Communication

Officers will write a paper for the Representation Review Subcommittee meeting on 1 September 2006. At that meeting, the Subcommittee will decide on its recommendation(s) to Council. Once the Council has made its decision on its final representation arrangements on 12 September 2006, a public notice will be placed in the region's main newspapers. There is also the option of putting something similar in the community newspapers. In addition, each submitter will be sent a letter from the Council Chairman which advises them of the Council's decision and the reasons for it. They will also be notified that they can lodge an appeal.

6. Recommendations

That the Subcommittee:

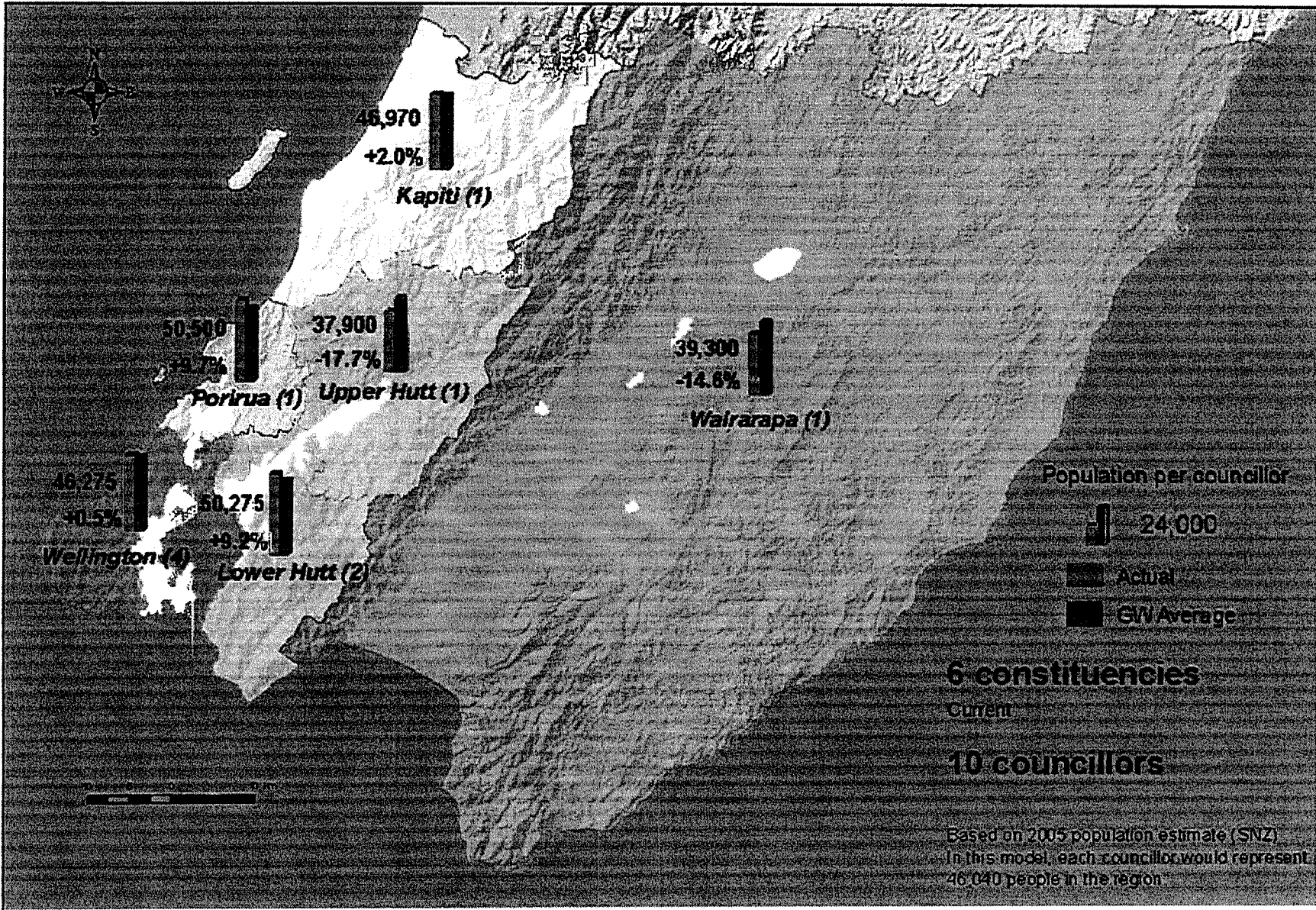
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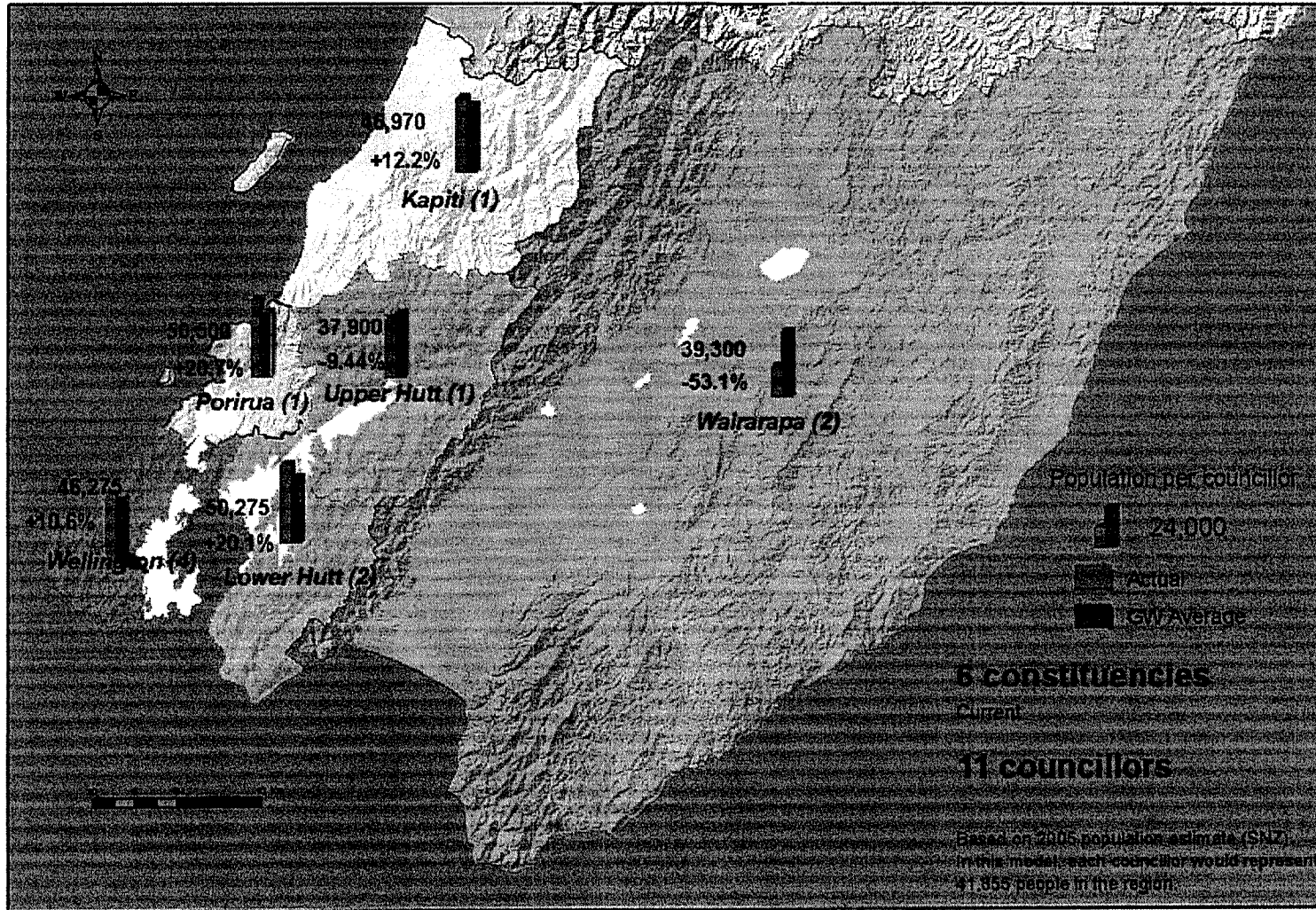
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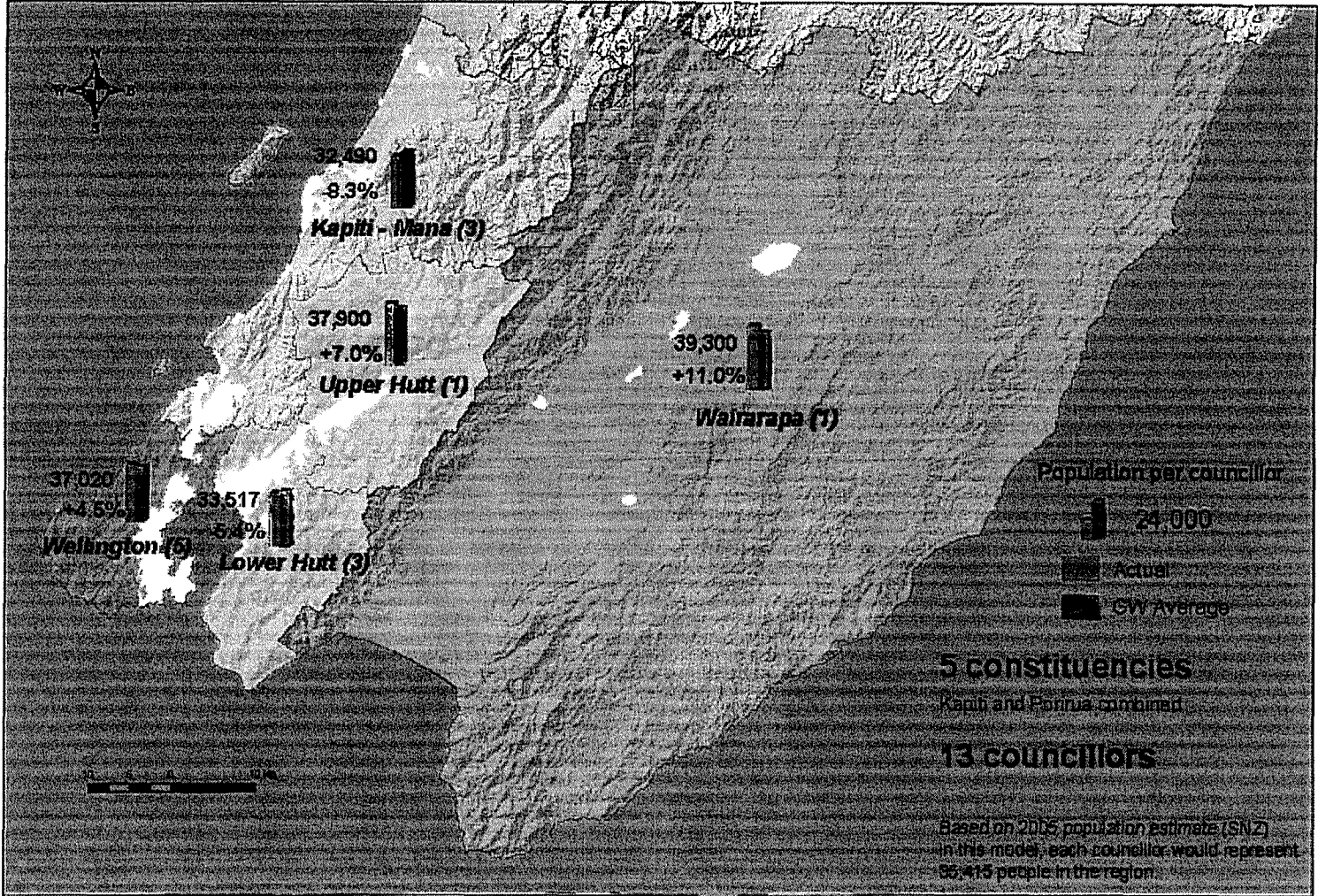
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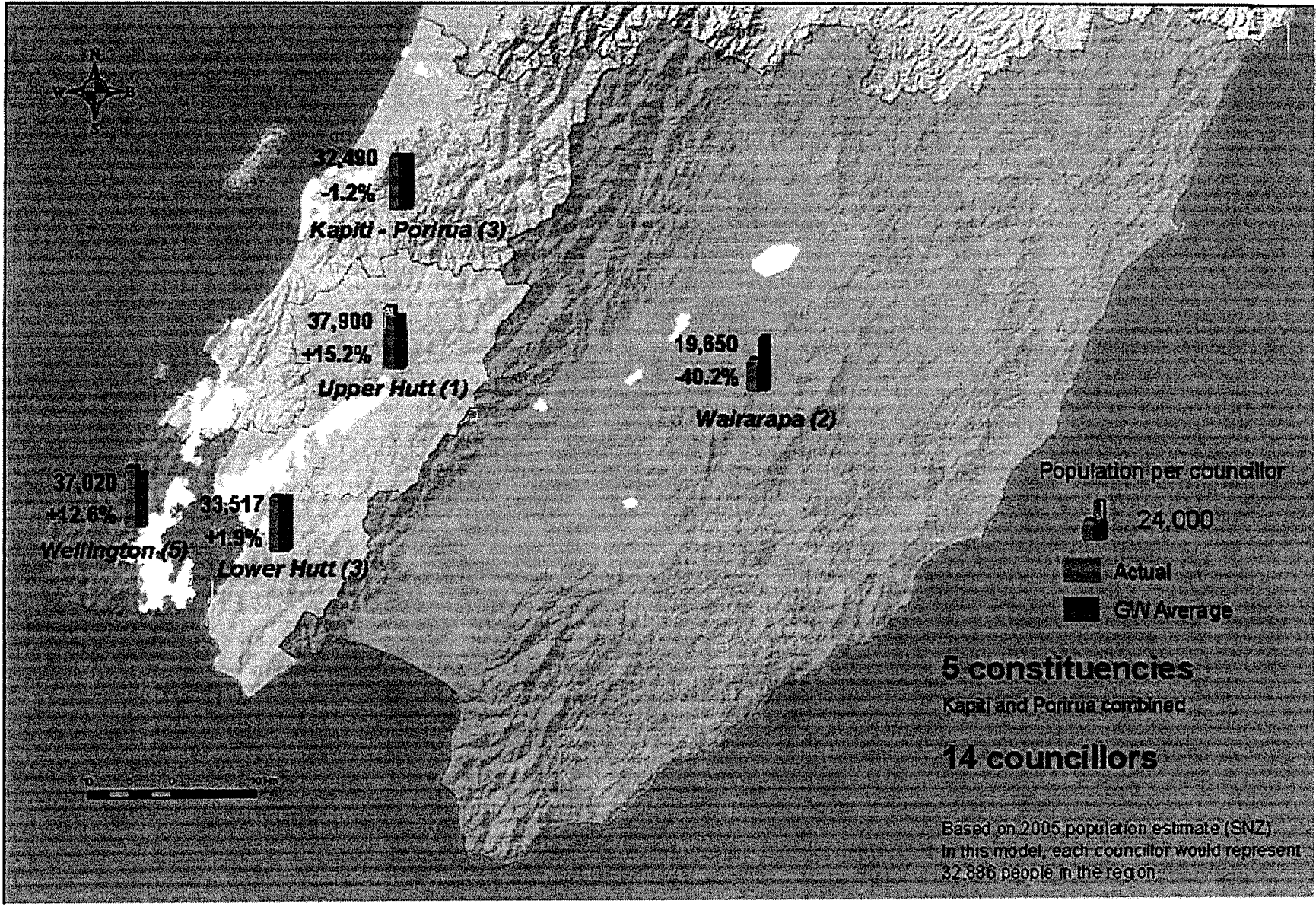
Amy Norrish
Manager - Secretariat

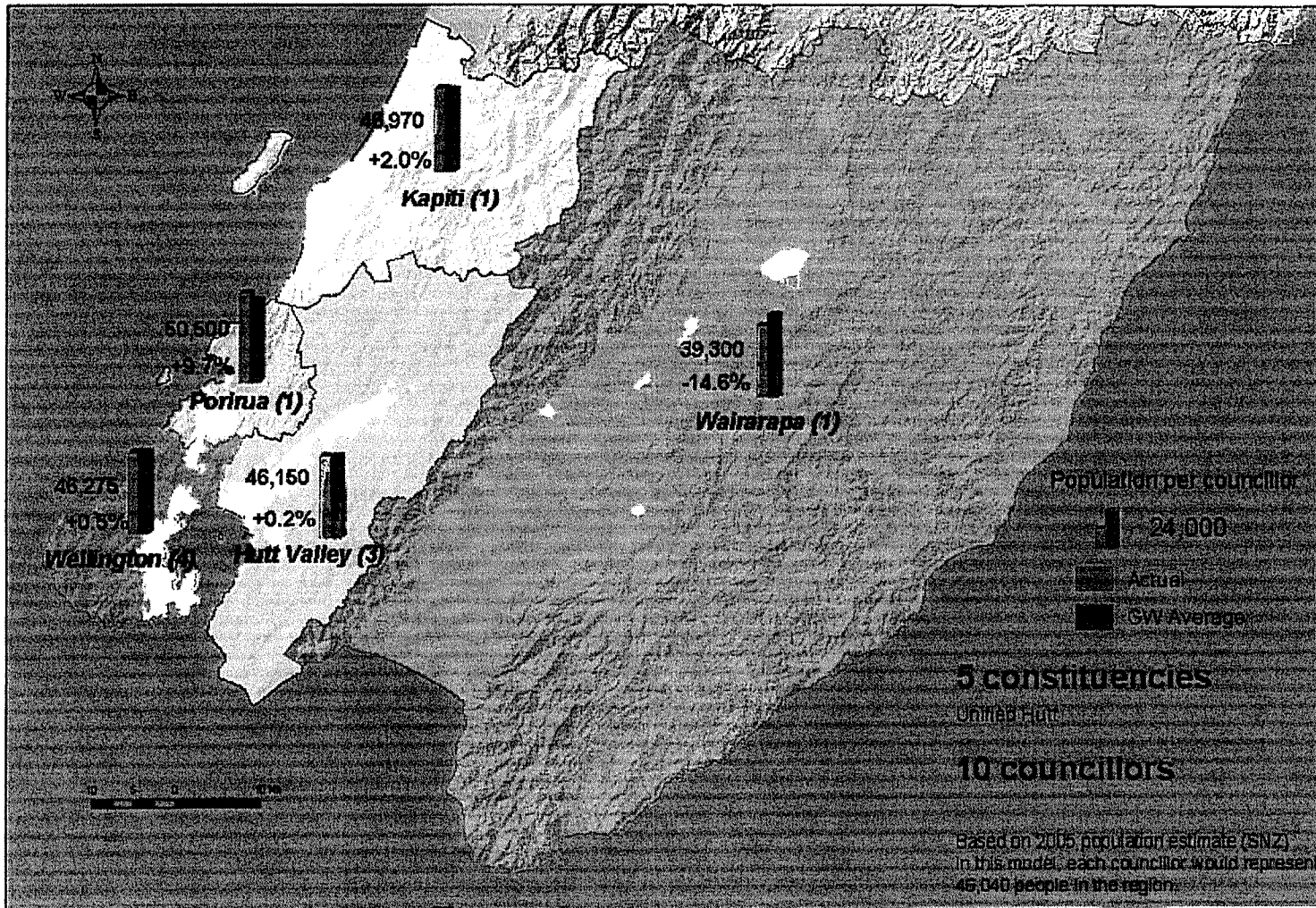
Jane Bradbury
Divisional Manager - Corporate and Strategy



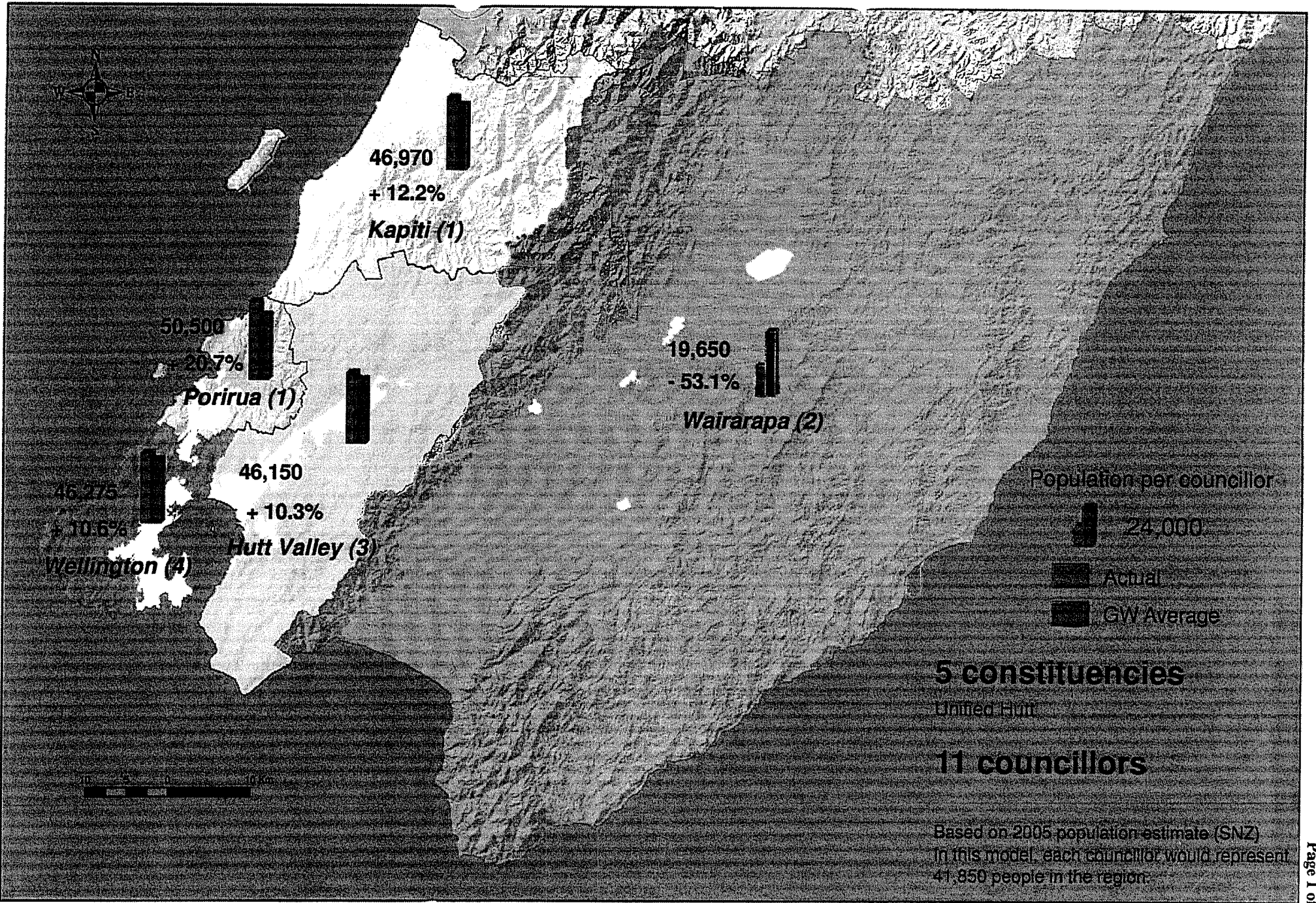


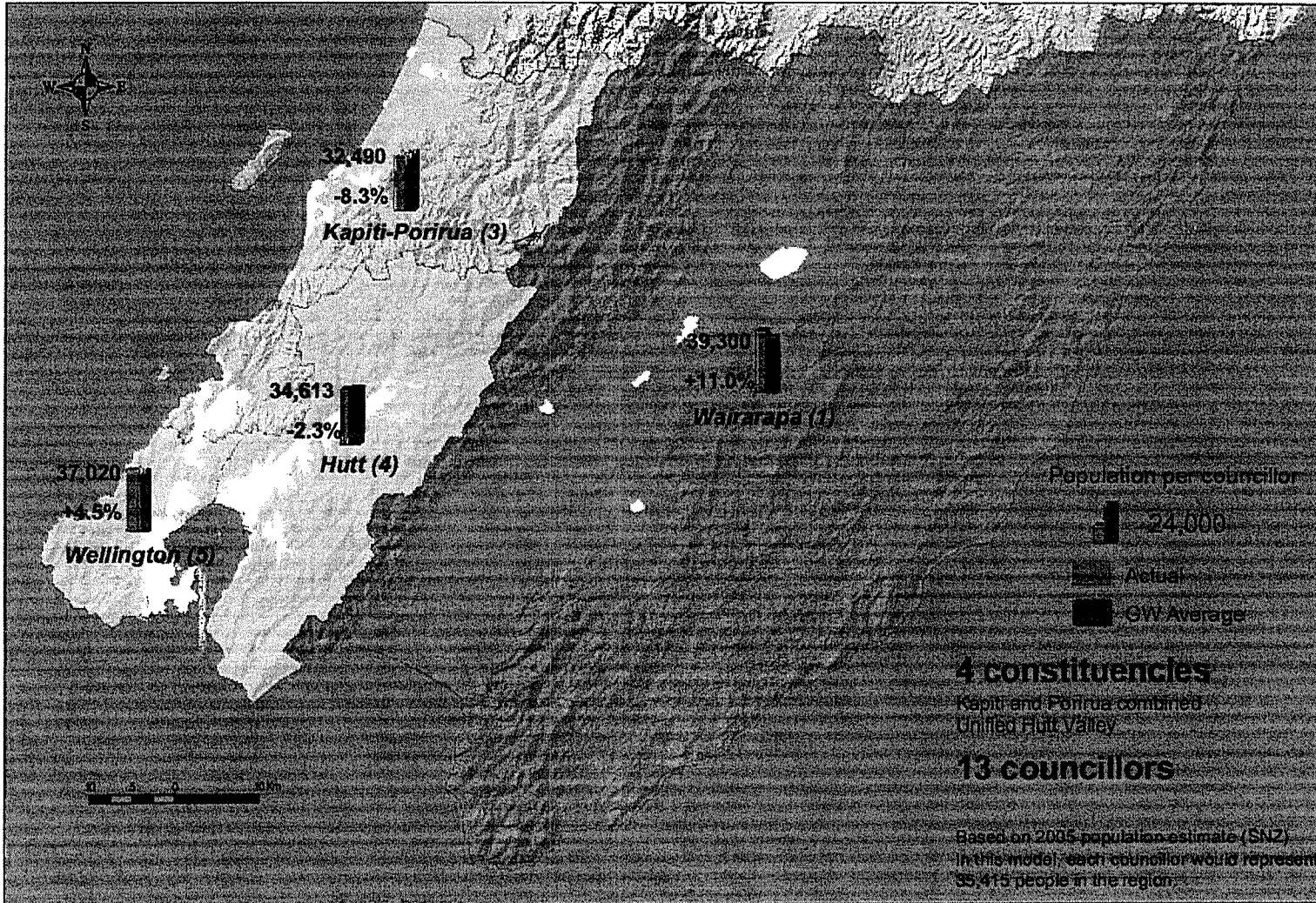






Plan10.mxd





Plan9a.mxd

Meeting on 2 May

- Acceptance that it would be difficult for Kapiti and Porirua to remain as they are currently, although diff. communities
- Could understand why a regional council may look at big constituencies
- If combining Kapiti-Porirua, why not base on catchment area and include Churton Park, Glenside etc?



Meeting on 2 May

- Mixed feelings about how effective representation would be with larger constituencies
 - A local representative makes sure local issues are heard
 - Kapiti-Porirua would get three representatives, instead of one – willingness to work with them
 - Councillors are meant to look at the regional perspective
 - Will get away from the idea that local councillors are the spokesperson for the Territorial Authority area
 - Upper Hutt and Lower Hutt are connected in many ways that align with the functions of a regional council



Meeting on 2 May

- 10 vs 13 councillors
 - Less likely to see councillors at community meetings – dilution of representation
 - Facilitates all councillors on all committees and reduces no. of committees – more time with public and work together better

GW's representation review



GW's process

- Representation Review Subcommittee
- Initial proposal decided by Council on 1 June 2006
- Consider submissions 21, 23 and 25 August 2006
- Final proposal decided by Council on 12 September 2006

Legal requirements

- Communities of interest
 - Differ from territorial authorities e.g. water catchments, coastlines
- Population formula - +/-10%
 - Can depart where required for effective representation of communities of interest
 - Local Government Commission
- Effective representation

Effective representation

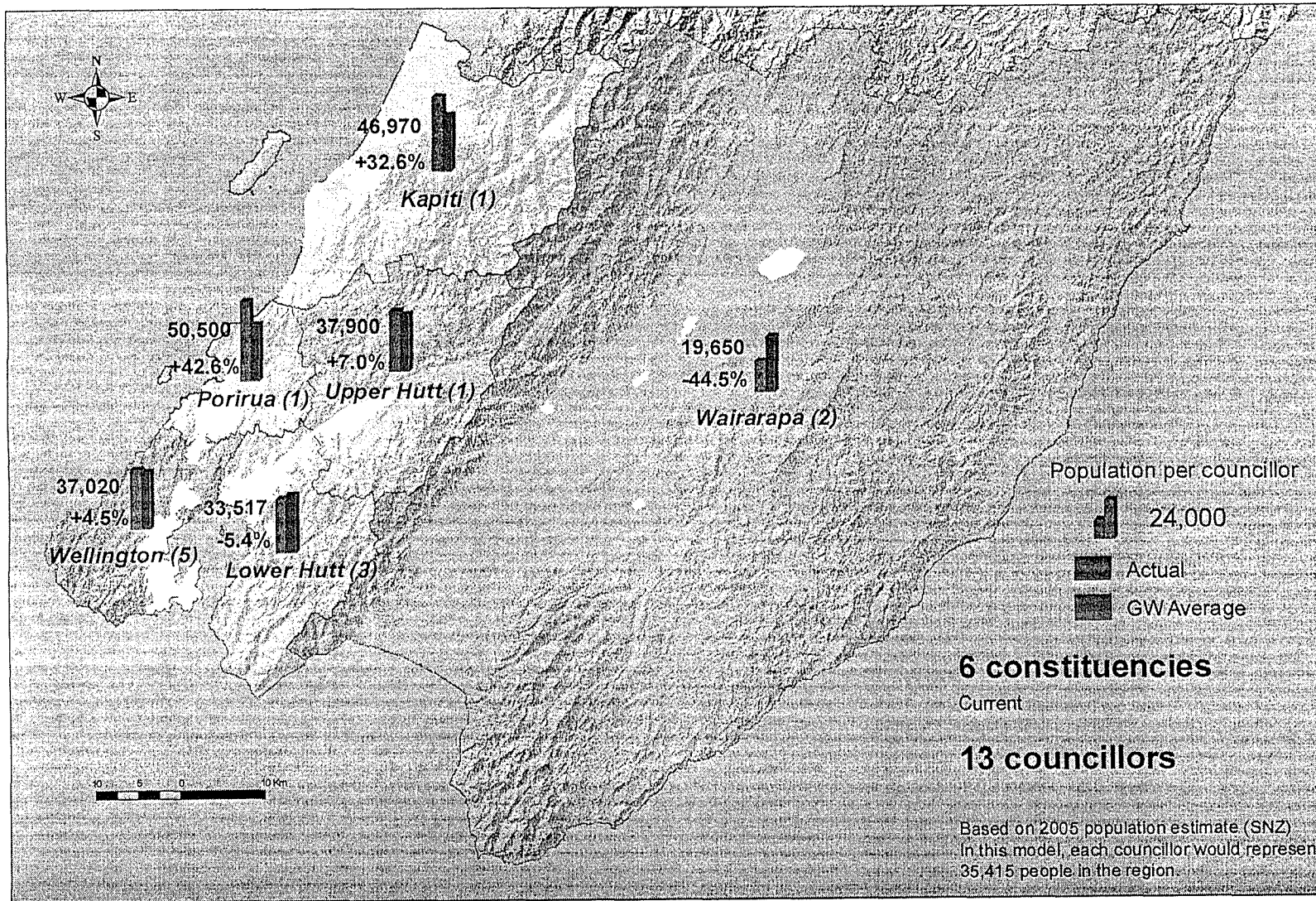
- Commission guidelines
 - A community of interest must not be split
 - Avoid grouping communities that share few commonalities of interest
 - Accessibility, size and configuration should be considered, particularly in relation to a councillor's engagement with elected members



Effective representation

- RAC guidelines
 - Large distances where a community is sparsely populated make it difficult to have strong links with constituents
 - Transport influences access to members
 - Specific representation to account for community diversity
- Constituency boundaries

Current



6 constituencies

Current

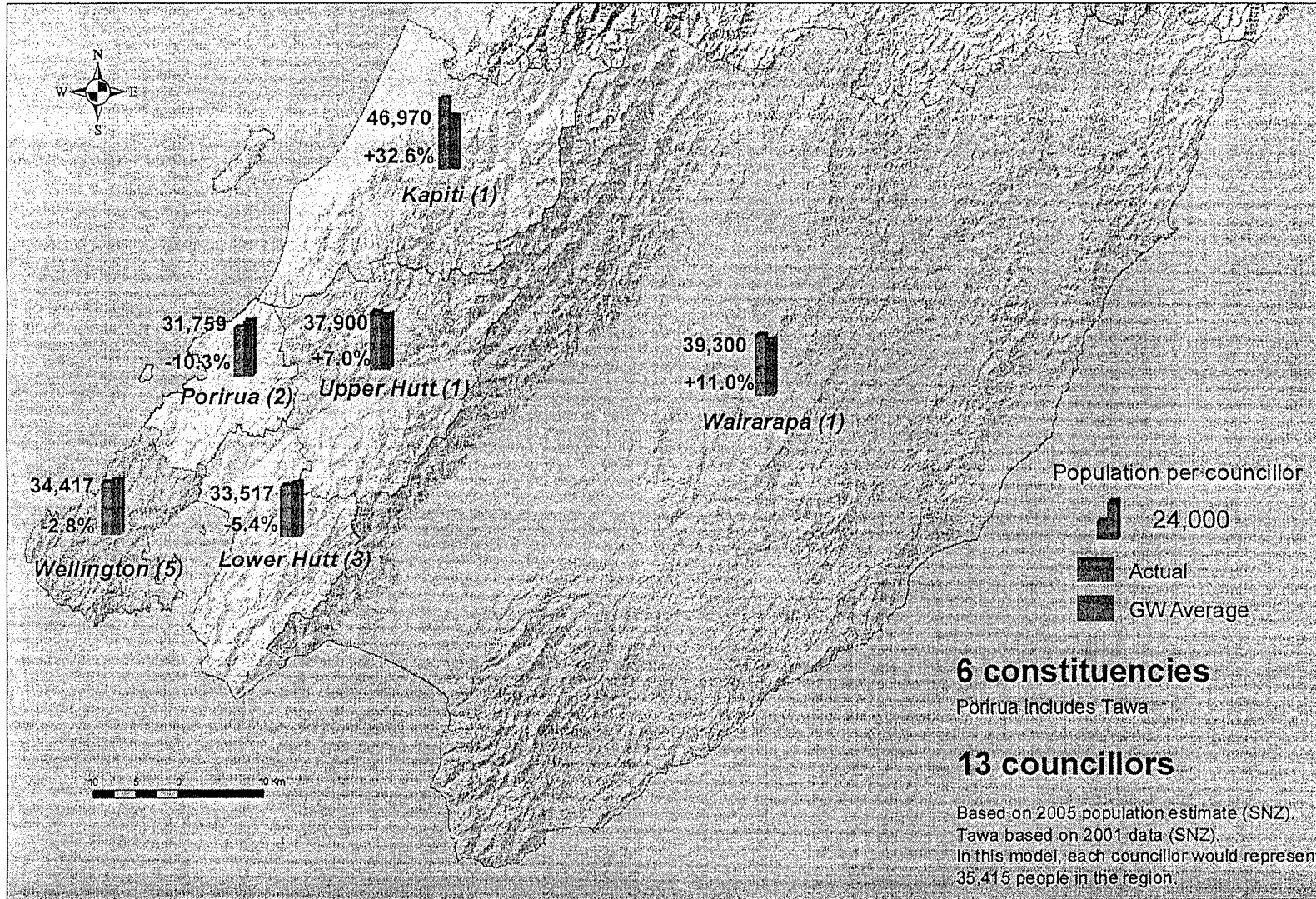
13 councillors

Based on 2005 population estimate (SNZ)
 In this model, each councillor would represent
 35,415 people in the region.

Plan1.mxd



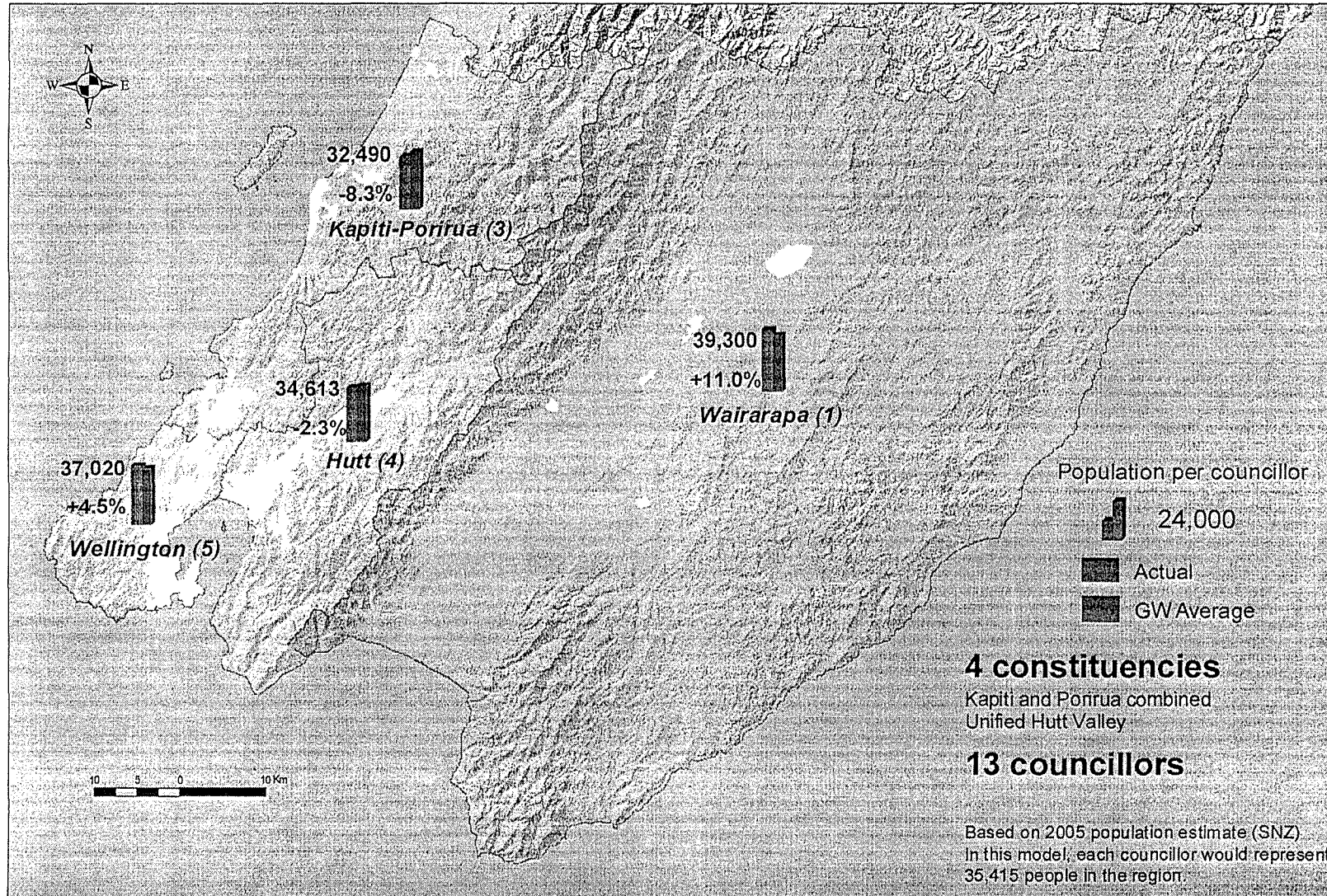
6 constituencies, 13 councillors



Plan2a.mxd



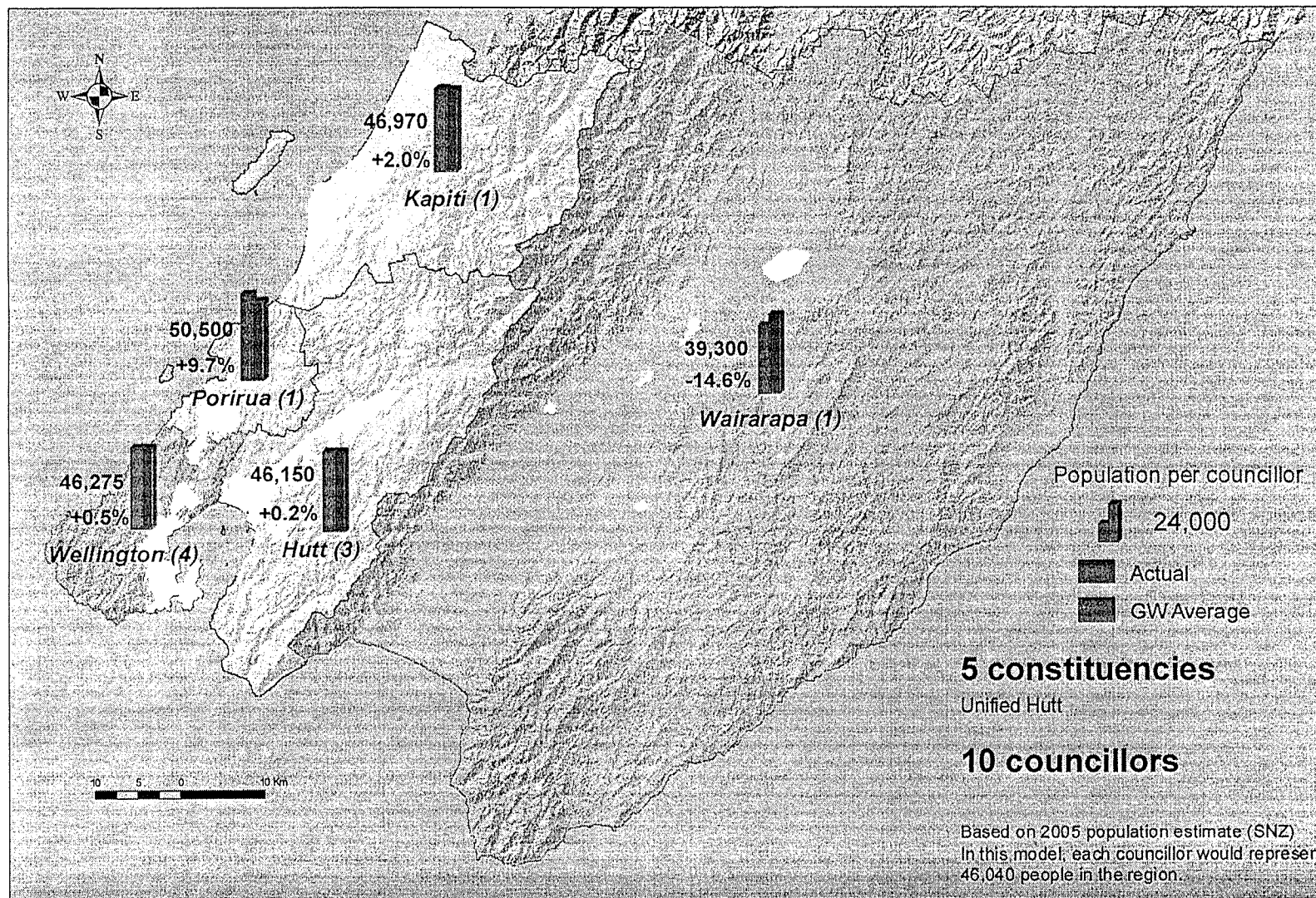
4 constituencies, 13 councillors



Plan9a.mxd



5 constituencies, 10 councillors



Plan1c.mxd

Your feedback

- Should Tawa be joined with Porirua?
- If so, what about the under-representation in Kapiti? Is one councillor enough to represent you?
- Is there robust reason, in terms of effective representation, to have separate Porirua and Kapiti constituencies?



Your feedback

- Is there robust reason, in terms of effective representation, to have separate Lower Hutt and Upper Hutt constituencies?
- Are 10 councillors enough to provide effective representation for the entire region?

