

I hereby give notice that an ordinary meeting of the Rodney Local Board will be held on:

Date: Wednesday, 15 May 2024
Time: 10:00AM
Venue: Kumeū Meeting Room
296 Main Road, Kumeū

Rodney Local Board OPEN AGENDA

MEMBERSHIP

Chairperson	Brent Bailey
Deputy Chairperson	Louise Johnston
Members	Michelle Carmichael
	Mark Dennis
	Tim Holdgate
	Colin Smith
	Geoff Upson
	Ivan Wagstaff
	Guy Wishart

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Democracy Advisor

10 May 2024

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Review of representation arrangements - subdivisions for the 2025 elections

File No.: CP2024/05795

Item 18

Te take mō te pūrongo Purpose of the report

1. To confirm the local board's feedback on subdivisions for Rodney Local Board for the 2025 elections.

Whakarāpopototanga matua Executive summary

2. On 20 March 2024, a report was presented to the local board requesting feedback on representation project issues that were specific to the Rodney Local Board (Attachment A to the agenda report)
3. The representation project comprises the review of representation arrangements for the 2025 elections, which the council is required to undertake, and the development of a reorganisation plan that proposes to reduce the number of local boards.
4. The 20 March 2024 report dealt only with those matters that were specific to the Rodney Local Board. The key issue was the non-compliance of subdivisions with the 10 per cent rule which applies to a representation review. This report presents alternative options to correcting any non-compliance.
5. At the 20 March 2024 meeting the local board resolved (RD/2024/27) to:
 - a) tautoko / support in principle option 5 subject to:
 - i) Dairy Flat subdivision boundary extends as far North as the Johnston tunnels
 - ii) Warkworth subdivision boundary extends as far South as the Johnston tunnels
 - iii) Kumeū subdivision boundary extends to include the Waimauku and Muriwai townships
 - iv) North rural subdivision Eastern boundary extends to the South of Ahuroa
 - v) concern regarding the geographical size of the North Rural area for just one member to represent.
6. Following the local board decision and adoption of changes noted in 5 (a) i) through iv), option 5 was further modified to achieve greater compliance [with representation ratio balance requirements], while still complying with 5 (a) i) through iv). On 12 April 2024, the in-principle resolution of the Rodney Local Board, as modified, was considered by the Joint Governance Working Party, who are to make recommendations on representation arrangements for the 2025 elections to the Governing Body and agree to the scope of the consultation material on 30 May 2024. Local board views and preferences will be sought once more in August 2024 through:
 - local board engagement on the resolved initial proposal
 - formal reporting at business meetings.
7. At its 1 May 2024 extraordinary business meeting the local board requested that staff provide advice on the Rodney Local Board subdivision boundary options 1-6 and, re-consider the Rodney Local Board subdivision boundary options 1-6 (resolution RD/2024/57).

8. At a workshop on 8 May 2024 staff provided advice further advice on the options to ensure equitable representation across the subdivisions and to align with communities of interest. (Attachment B to the agenda report)
9. Local board members requested the matter be placed on the following business agenda to allow the local board to formally consider the updated advice. The Governing Body will be considering the representation arrangements and local board subdivision amendments at its meeting on 30 May 2024.

Ngā tūtohunga
Recommendation/s

That the Rodney Local Board:

- a) whakaū / confirm a modified version of option 5 that adjusts the boundaries of the Rodney Local Board area subdivisions in terms of:
- i) Dairy Flat subdivision boundary extends as far north as the Johnston tunnels
 - ii) Warkworth subdivision boundary extends as far south as the Johnston tunnels
 - iii) Kumeū subdivision boundary extends to include the Waimauku and Muriwai townships
 - iv) north rural subdivision eastern boundary extends to the south of Ahuroa
- b) acknowledge that the modified version of option 5 presented to the Joint Governance Working Party on 12 April 2024 results in a small non-compliance for the Warkworth subdivision, however this reflects communities of interest and will achieve effective representation.

Ngā tāpirihanga
Attachments

No.	Title	Page
A	20 March business meeting report	67
B	Memo Revision of representation feedback– issues specific to Rodney Local Board	77

Ngā kaihaina
Signatories

Author	Warwick McNaughton - Principal Advisor
Authorisers	Rose Leonard - Manager Governance Services Lesley Jenkins - Local Area Manager

Representation project – issues specific to Rodney Local Board

File No.: CP2024/02074

Te take mō te pūrongo Purpose of the report

1. To provide feedback on representation project issues that are specific to the Rodney Local Board.

Whakarāpopototanga matua Executive summary

2. The representation project comprises the review of representation arrangements for the 2025 elections, which the council is required to undertake, and the development of a reorganisation plan that reduces the number of local boards.
3. A report on both these matters is being presented to all local boards and is on the same agenda as this report.
4. This report deals only with those matters that are specific to the Rodney Local Board. The key issue is the non-compliance of subdivisions with the 10 per cent rule which applies to a representation review. This report presents alternative options to correcting the non-compliance.

Ngā tūtohunga Recommendation/s

That the Rodney Local Board:

- a) whiwhi / receive any further advice on options as circulated prior to the meeting
- b) whakarite / provide feedback on its preferences for changes to subdivisions in order to address current non-compliance.

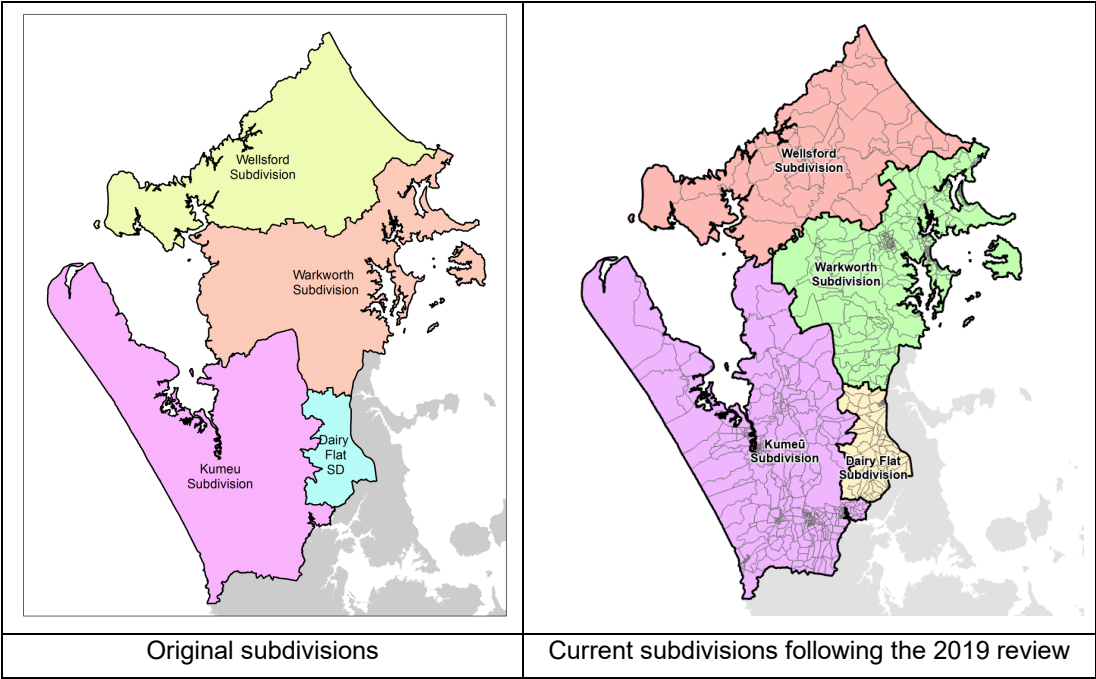
Horopaki Context

5. It is important to note that the issue raised in this report relates solely to the review of representation arrangements regarding the Rodney Local Board for the 2025 elections. It does not relate in any way to the local board reorganisation project which changes the number of local boards and for which Rodney is not affected.
6. The Local Electoral Act 2001 requires that subdivisions provide for effective representation of communities of interest and also comply with the rule that the population per member within a subdivision does not vary from the average population per member for the whole local board by more than 10 per cent.

7. The population table for subdivisions in the Rodney Local Board is as follows:

Local board	Pop (2023)	Mbrs	Pop per mbr	Diff from quota	% diff
Rodney Local Board Area					
Wellsford Subdivision	6,960	1	6,960	-2,036	-22.63
Warkworth Subdivision	23,600	3	7,867	-1,129	-12.55
Kumeū Subdivision	40,900	4	10,225	1,229	13.67
Dairy Flat Subdivision	9,500	1	9,500	504	5.61
Total	80,960	9	8,996		

8. The Wellsford subdivision varies from the average (“quota”) by -22.63%, being over-represented (the subdivision needs more population).
9. A council may decide to not comply with the requirement for population to member to not vary by more than 10 per cent from the average, if complying would compromise effective representation of communities of interest by:
- dividing a community of interest
 - joining communities with few commonalities of interest.
10. A decision to not comply is referred to the Local Government Commission for their determination.
11. The subdivisions were last reviewed in 2019.

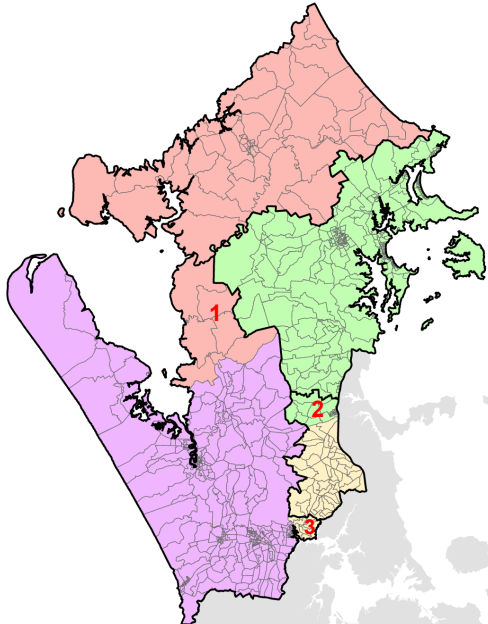


12. One of the reasons for the change was a submission from a resident in Kakanui, then in the Warkworth subdivision, who stated they had no commonality of interest with Warkworth but related more to the south. The Wellsford subdivision was slightly extended south along the Kaipara Harbour and the Kumeū subdivision extended north, matching the then Helensville electorate, with the effect that the Warkworth subdivision no longer extended westwards to the Kaipara Harbour.

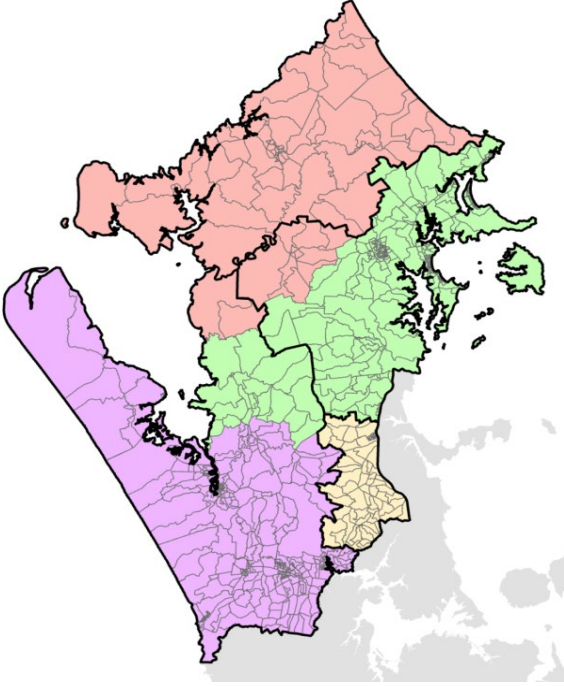
Tātaritanga me ngā tohutohu Analysis and advice

13. At a workshop on 28 February 2024 staff presented six options which comply with the 10 per cent rule. Three options are based on moving current boundaries and three options are based on a proposal from the Rodney Northern Action Group (NAG).
14. For options based on the current boundaries, Wellsford needs to gain population in order to comply. For these first three options, the number of members per subdivision does not change from the present.

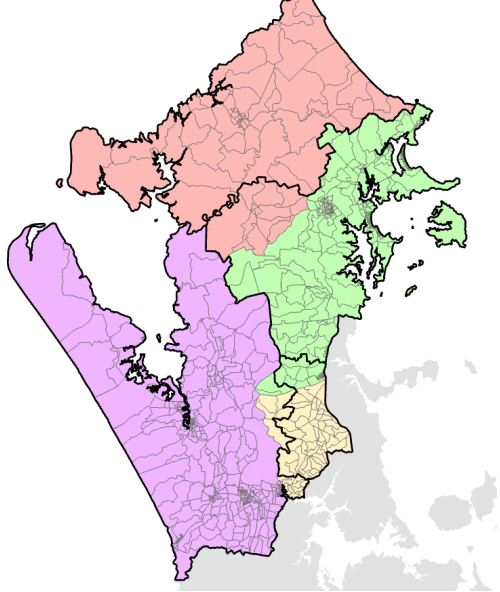
Option 1 - based on current boundaries

	• Gains population for Wellsford by extending Wellsford south into Kumeū (1) • Warkworth moves into Dairy Flat (2) • Dairy Flat takes a bit of Kumeū (3) • Note: residents alongside Kaipara Harbour join the Wellsford community of interest which they would not align to.
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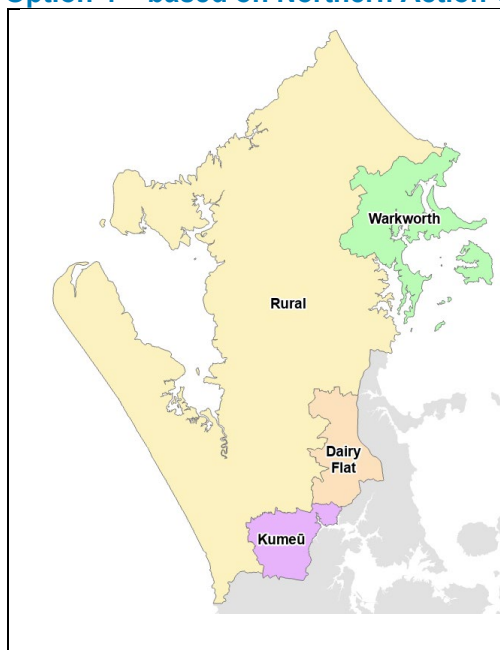
Option 2 – based on current boundaries

	• Wellsford does not move so far south along the Kaipara Harbour but also moves into Warkworth • Warkworth moves west into Kumeū and meets the Kaipara Harbour • Note: residents alongside Kaipara Harbour to the north join the Wellsford community of interest; those to the south join Warkworth.
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Option 3 – based on current boundaries

	• Wellsford does not move south alongside Kaipara Harbour • Wellsford moves into Warkworth • Warkworth moves into Dairy Flat and Kumeū • Dairy Flat moves into Kumeū • In terms of avoiding Warkworth extending to Kaipara Harbour this is possibly the best of the options based on current arrangements.
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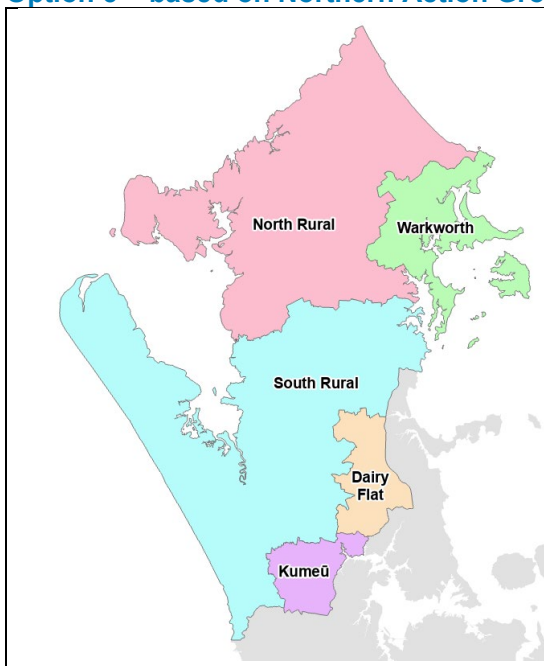
Option 4 – based on Northern Action Group proposals



- All Rodney is rural except for the urban areas of Warkworth, Dairy Flat and Kumeū which have guaranteed representation.

	Population (2023)	Mbrs
Rural	33,740	4
Warkworth	17,910	2
Kumeū	19,750	2
Dairy Flat	9,520	1
Rodney Local Board	80,920	9

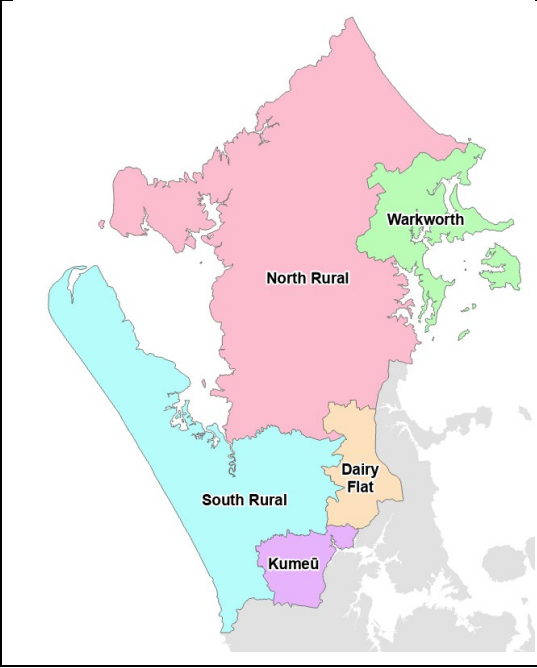
Option 5 – based on Northern Action Group proposals



- As for Option 4 but guarantees representation for the northern rural area.

	Population (2023)	Mbrs
North Rural	9,260	1
South Rural	24,480	3
Warkworth	17,910	2
Kumeū	19,750	2
Dairy Flat	9,520	1
Rodney Local Board	80,920	9

Option 6 – based on Northern Action Group proposals



- North Rural and South Rural have the same number of members.

	Population (2023)	Mbrs
North Rural	16,690	2
South Rural	17,050	2
Warkworth	17,910	2
Kumeū	19,750	2
Dairy Flat	9,520	1
Rodney Local Board	80,920	9

Further options

15. Following the workshop on 28 February 2024 a couple of local board members raised further options with staff. At the time of preparing this report staff were still developing these and will circulate further advice before the meeting:
- i) join Wellsford with Warkworth
 - ii) create an additional subdivision that recognises a Helensville community of interest
 - iii) adjust the boundaries of the Dairy Flat subdivision to take in some of Kumeū up to Riverhead.

Effective representation of communities of interest

16. Each of the options presented above complies with the 10 per cent rule. The key question for consideration is which best provides effective representation of communities of interest. It is important to note that the criterion is not just “communities of interest” but “effective representation of communities of interest”. The way communities of interest are defined needs to be relevant to effective representation.

Candidate pool

17. A valid point that was raised at the 28 February workshop related to effective representation in terms of how the size of a subdivision might affect the candidate pool. For the 2013 to 2022 elections the number of candidates was as follows:

	Positions	Candidates			
		2013	2016	2019	2022
Wellsford	1	4	2	unopposed	2
Warkworth	3	10	7	5	8
Kumeū	4	9	7	6	11
Dairy Flat	1	3	3	unopposed	unopposed
	9	26	19	11	21

18. An unopposed election in a single-member electorate might mean no-one in the electorate is motivated to oppose the single candidate because the electorate generally supports the person standing as candidate. On the other hand it can be argued that unopposed single member elections are not good for the health of democracy: voters do not have a choice, there is no campaign with an exchange of ideas and if an incumbent is expecting to be unopposed at the next election there is a decrease in accountability to the electorate.
19. If the lack of candidates to oppose an incumbent is due to apathy rather than support for the incumbent, then there is a risk of having no candidates at all, should, for example, an incumbent decide to not stand for re-election.
20. Increasing the size of an electorate does not automatically guarantee a larger candidate pool. There have been Auckland Council ward elections which have been unopposed. In the 2019 elections, the councillors in the Rodney and Franklin wards were re-elected unopposed. In 2013 the two Howick ward councillors were re-elected unopposed as was the Ōrākei ward councillor.
21. Nevertheless, larger, multi-member, electorates might generally be expected to facilitate more candidates and provide voters with more choice. Local board members will be better able to evaluate local dynamics at play here than staff.

Large multi-member subdivisions

22. When Auckland Council was established, the Local Government Commission determined ward and local board arrangements following receipt of submissions. In its determination the following comments are of interest.
23. When considering whether to have single member wards or larger wards the commission noted:

“Communities of interest are often not confined to small geographically concentrated areas. Given this, larger wards have the advantage of being better able to avoid the splitting of communities of interest between wards. Larger multi-member wards also provide more choice for voters and as a result can provide more diversity in representation than that provided by a single representative. After the election, residents in multi-member wards have a choice of representatives they can approach on local issues.”

And

“Large wards may mean that representatives are too remote to effectively engage with local communities and the cost of election campaigning may be prohibitive for many candidates. As a result we have concluded that, for Auckland, wards larger than those electing two members are undesirable.”
24. These comments could also be applied to the size of subdivisions in local boards. It needs to be noted also that in multi-member subdivisions each member within the subdivision has the whole subdivision as their constituency. In other words, unless members agree informally to

divide constituency work, each member will be expected to attend and assist residents as required throughout the whole subdivision.

25. Specifically on the need for subdivisions the commission stated:

"We believe that the geographical size of the area is one important factor in determining the need for subdivisions. This led us to conclude that subdivisions for the widespread Rodney and Franklin Local Boards were essential."

Communities of interest

26. The Local Government Commission's guidelines suggest that communities of interest can be thought of in terms of:

- a sense of identity with and belonging to a community (a perceptive aspect)
- the geographical area of services provided for a community (a functional aspect)
- other organisational boundaries for representing community interests (a political aspect).

27. The following paragraphs comment on aspects of the six options from a staff view-point. Local board members will have more understanding of local communities of interest.

28. The three options based on current boundaries recognise geographical communities of interest. The original subdivisions split Rodney roughly into three bands: Wellsford to the north, Warkworth in the middle with Kumeū in the south but with Dairy Flat having separate representation. In terms of the Local Government Commission guidelines:

- Perceptual dimension:** there have been minor perceptual problems in the past – such as the submission in 2019 from a resident in Kakanui (in the Warkworth subdivision) stating he did not identify with Warkworth. Option 3 recognises this, Options 1 and 2 do not. (In Option 1 the resident would be part of Wellsford and in Option 2 part of Warkworth).
- Services:** Do all the residents in each subdivision receive similar services? Do subdivisions contain both rural and urban communities? Do rural areas receive different services to the urban areas and, if so, do the options recognise this?
- Political:** It was noted at the workshop that some representatives of urban areas actually live in rural areas, mitigating any under-representation of rural areas.

29. The three options based on the NAG proposals recognise rural and urban communities of interest rather than geographical areas of roughly similar size. In terms of the Local Government Commission guidelines:

- Perceptual dimension:** the proposal recognises that those in rural areas have things in common which might lead them to perceive themselves as 'rural'; those in the Warkworth, Kumeū and Dairy Flat subdivisions might be expected to see themselves as having things in common with others in each subdivision.
- Services:** the proposal recognises that those in rural subdivisions have different services to those in semi-urban subdivisions.
- Political dimension:** by dividing the local board area into rural and urban subdivisions the proposal ensures there is representation of those having rural issues, not just in Wellsford but in all rural areas in Rodney.

30. Option 4 has one very large rural subdivision. One advantage is that voters will more likely have more candidates to choose from. However, the voting density is in the south and it is possible there will not be a member elected from the northern area.

31. This does not matter to the extent that all rural residents share the same issues and type of services. If all members in the rural subdivision reside in the southern part of the subdivision, constituents in the north could see representatives in the south as being remote. Attending to a northern constituent matter by a member living in the south could be burdensome for

the member. To the extent that location matters and that it is desirable for the northern area to have guaranteed representation, Option 5 introduces a northern rural subdivision.

32. Option 6 presents an alternate arrangement such that members in each rural subdivision are equal. However the resident who previously submitted they should not be in the Warkworth subdivision would now be in the North Rural subdivision which is not appropriate. Option 6 is not favoured.

Conclusion

33. Of the six options above, staff recommend against Options 1, 2 and 6 in that they reintroduce an issue with identity that was addressed in the 2019 review – that the resident in Kakanui relates southwards rather than northwards or towards Warkworth.
34. Of the NAG proposals staff see merit in both Option 4 and Option 5 in terms of joining together all areas that might identify as “rural”, having common services and issues.
35. Local board members will be better able to assess the relative merits of Options 3, 4 and 5.
36. Staff will provide further advice on the matters raised by local board members under “Further options” above. This includes adjusting the boundaries of Dairy Flat which might flow through to the NAG proposals if appropriate. Option 3 above already includes an expanded Dairy Flat, including into an area east of Riverhead.

Tauākī whakaaweawe āhuarangi Climate impact statement

37. Large distances are currently travelled since the local board area is geographically large. Option 4, with a very large rural subdivision, might result in more travel if subdivision members all reside in the south and need to travel to constituents or events in the north. The likelihood of this occurring, and its frequency, is not known.

Ngā whakaaweawe me ngā tirohanga a te rōpū Kaunihera Council group impacts and views

38. The decisions around subdivisions do not affect the council group.

Ngā whakaaweawe ā-rohe me ngā tirohanga a te poari ā-rohe Local impacts and local board views

39. This report provides the local board with the opportunity to feedback its views on subdivision arrangements for the 2025 elections. The local board's views will be considered by the Joint Governance Working Party, then the Governing Body.

Tauākī whakaaweawe Māori Māori impact statement

40. The subdivision arrangements do not impact the Māori community differently to other communities. Some local boards have submitted there should be opportunity to have Māori subdivisions in the same way that councils can have Māori wards. This is not currently legally possible.

Ngā ritenga ā-pūtea Financial implications

41. There is a cost for LINZ to officially redraw boundaries. This mapping is done for all the changes made in the review. For the 2019 review the cost was around \$12,000 total.

Ngā raru tūpono me ngā whakamaurutanga
Risks and mitigations

42. Whatever option is chosen, there is a risk there will ultimately be an appeal against it with the final decision being made by the Local Government Commission after hearing all submissions.

Ngā koringa ā-muri
Next steps

43. The feedback from the local board will be presented to the Joint Governance Working Party.

Ngā tāpirihanga
Attachments

There are no attachments for this report.

Ngā kaihaina
Signatories

Authors	Warwick McNaughton - Principal Advisor
Authorisers	Lesley Jenkins - Local Area Manager Louise Mason - General Manager Local Board Services Rose Leonard - Manager Governance Services

Rodney Local Board

OPEN MINUTES

Minutes of a meeting of the Rodney Local Board held in the Kumeū Meeting Room, 296 Main Road, Kumeū on Wednesday, 15 May 2024 at 10:00AM.

TE HUNGA KUA TAE MAI | PRESENT

Chairperson	Brent Bailey
Deputy Chairperson	Louise Johnston
Members	Michelle Carmichael
	Mark Dennis
	Tim Holdgate
	Colin Smith
	Geoff Upson
	Ivan Wagstaff
	Guy Wishart

18

Resolution number RD/2024/69

MOVED by Member M Carmichael, seconded by Member C Smith:

That the Rodney Local Board:

a) supports Option 6 – based on Northern Action Group proposals

CARRIED

- a) whakaū / confirm a modified version of option 5 that adjusts the boundaries of the Rodney Local Board area subdivisions in terms of:
- i) Dairy Flat subdivision boundary extends as far north as the Johnston tunnels
 - ii) Warkworth subdivision boundary extends as far south as the Johnston tunnels
 - iii) Kumeū subdivision boundary extends to include the Waimauku and Muriwai townships
 - iv) north rural subdivision eastern boundary extends to the south of Ahuroa
- b) acknowledge that the modified version of option 5 presented to the Joint Governance Working Party on 12 April 2024 results in a small non-compliance for the Warkworth subdivision, however this reflects communities of interest and will achieve effective representation.

MOVED by Member M Carmichael, SECONDED by Member C Smith an amendment to the original recommendations by way of replacement:

That the Rodney Local Board:

a) supports Option 6 – based on Northern Action Group proposals

A division was called for, voting on which was as follows:

For	Against	Abstained
Member M Carmichael	Chairperson B Bailey	
Member T Holdgate	Member M Dennis	
Member C Smith	Deputy Chairperson L Johnston	
Member G Upson	Member I Wagstaff	
Member G Wishart		

The motion was declared **CARRIED** by 5 votes to 4.

MOVED by Member I Wagstaff, SECONDED by Member L Johnston an amendment to the original recommendations by way of replacement:

That the Rodney Local Board:

a) maintain status quo and no changes to the current 2019 boundaries.

A division was called for, voting on which was as follows:

For	Against	Abstained
Chairperson B Bailey	Member M Carmichael	
Member M Dennis	Member T Holdgate	
Deputy Chairperson L Johnston	Member C Smith	
Member I Wagstaff	Member G Upson	
	Member G Wishart	

The motion was declared **LOST** by 4 votes to 5.

The substantive motion was put.

Resolution number RD/2024/69

MOVED by Member M Carmichael, seconded by Member C Smith:

That the Rodney Local Board:

a) supports Option 6 – based on Northern Action Group proposals

CARRIED