

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

Date: Tuesday, 19 March 2024
Time: 5:00 pm
Meeting Room: Manukau Chambers
Venue: Level 1, Manukau Civic Building
31-33 Manukau Station Road
Manukau

Ōtara-Papatoetoe Local Board

OPEN AGENDA

MEMBERSHIP

Chairperson	Apulu Reece Autagavaia
Deputy Chairperson	Dr Ofa Dewes, MNZM
Members	Dr Ashraf Choudhary, QSO, JP
	Topou Folau
	Vi Hausia
	Li'amanaia Lorenzo Kaisara
	Albert Lim

(Quorum 4 members)

Darshita Shah
Democracy Advisor

14 March 2024

Contact Telephone: +64 21 106 2942
Email: Darshita.shah@aucklandcouncil.govt.nz
Website: www.aucklandcouncil.govt.nz

Representation project – issues specific to the Ōtara-Papatoetoe Local Board

File No.: CP2024/02105

Item 20

Te take mō te pūrongo

Purpose of the report

1. To provide feedback on representation project issues that are specific to the Ōtara-Papatoetoe 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 Ōtara-Papatoetoe Local Board. The key issue is the non-compliance of subdivisions with the 10 percent rule which applies to a representation review. This report presents alternative options to correcting the non-compliance.

Ngā tūtohunga

Recommendation/s

That the Ōtara-Papatoetoe Local Board:

- a) kohuki / consider its feedback on options to address non-compliance of the Ōtara subdivision with the 10 percent rule, including whether the council should decide to not comply with this rule on the basis that compliance would compromise communities of interest.
- b) kohuki / consider its feedback, if any, on arrangements for subdivisions in any future amalgamated Manukau Local Board.

Horopaki

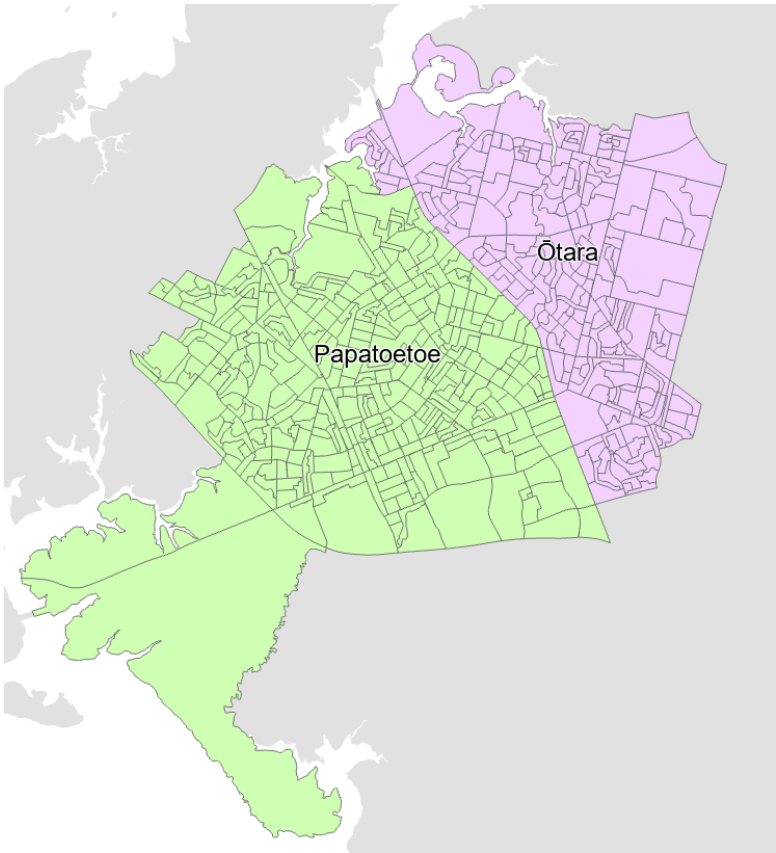
Context

5. The issue raised in this report relates to the review of representation arrangements for the Ōtara-Papatoetoe Local Board for the 2025 elections. At the workshop there were also questions around subdivisions in a future amalgamated local board if a local board reorganisation plan proceeds. The report provides advice on both these issues.
6. The Local Electoral Act 2001 requires that subdivisions provide for effective representation of communities of interest and that they 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 percent.

7. A council may decide to not comply with the requirement for population to member to not vary by more than 10 percent from the average, if complying would compromise effective representation of communities of interest by:
- dividing a community of interest or
 - joining communities with few commonalities of interest.
8. A decision to not comply is referred to the Local Government Commission for their determination.
9. The population table for subdivisions in the Ōtara-Papatoetoe Local Board is as follows:

Local board	Pop (2023)	Mbrs	Pop per mbr	Diff from quota	% diff
Ōtara-Papatoetoe Local Board Area					
Papatoetoe Subdivision	60,700	4	15,175	1,361	9.85
Ōtara Subdivision	36,000	3	12,000	-1,814	-13.13
Total	96,700	7	13,814		

10. The statistics are a 2023 estimate of residential population that is based on the 2018 census. The Ōtara Subdivision varies from the average (“quota”) by -13.13%, being over-represented (the subdivision needs more population).
11. A map of current subdivisions is as follows:



12. There was a review of representation arrangements in 2019. Both subdivisions complied at that time and so there were no changes to subdivision boundaries. Statistics at that time were estimates based on the 2013 census:

Local board (2019 review)	Pop (2018)	Mbrs	Pop per mbr	Diff from quota	% diff
Ōtara-Papatoetoe Local Board Area					
Papatoetoe Subdivision	51,600	4	12,900	343	2.73
Ōtara Subdivision	36,300	3	12,100	-457	-3.64
Total	87,900	7	12,557		

Tātaritanga me ngā tohutohu Analysis and advice

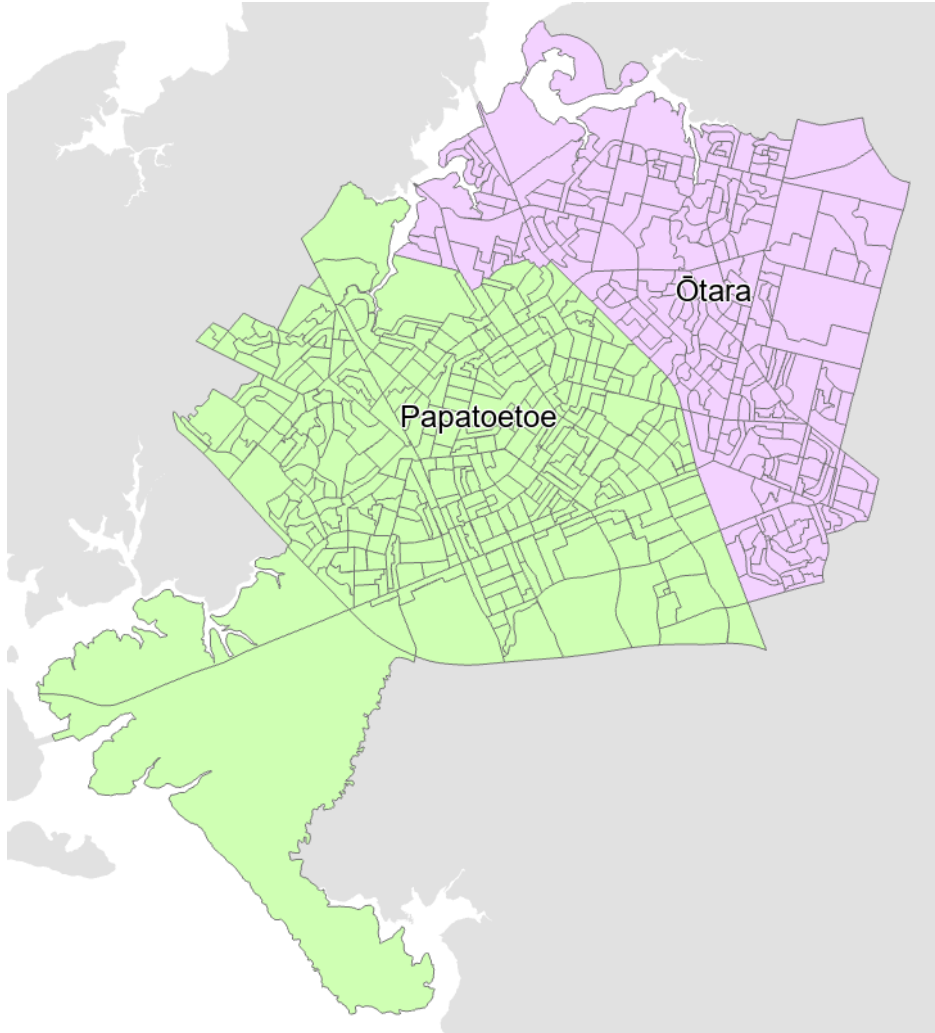
Representation review

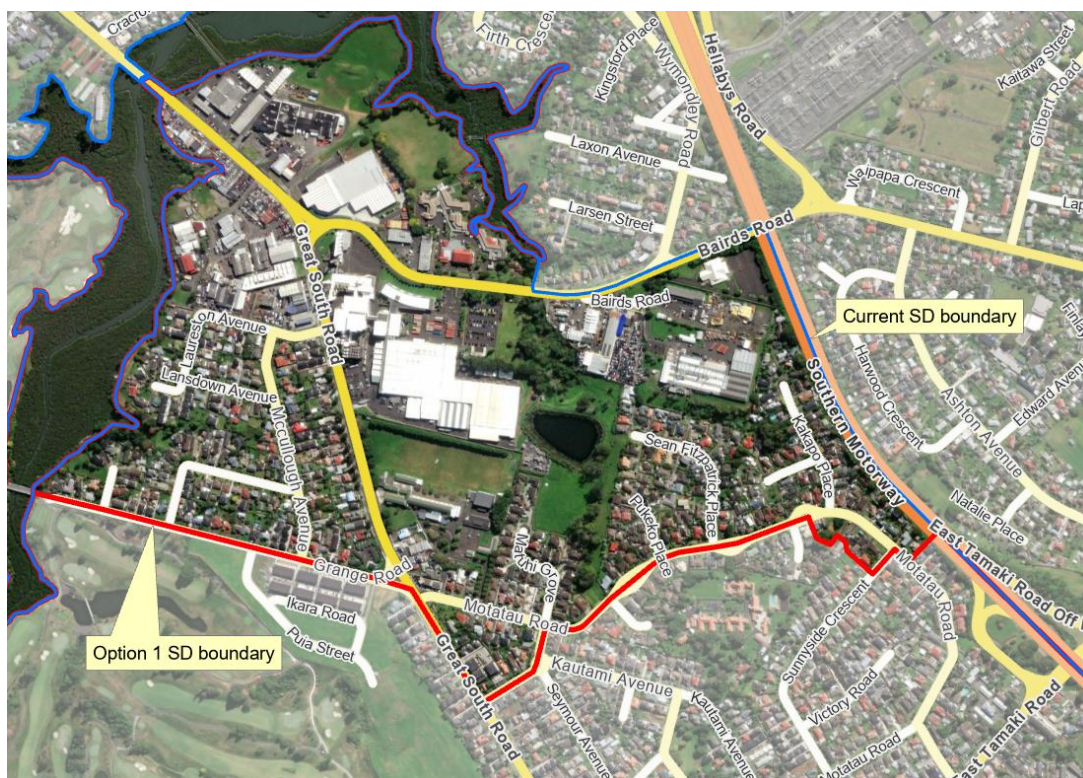
13. In order to address the non-compliance, the Ōtara subdivision needs to gain population. The following maps give examples of how this might be addressed.
14. Currently the motorway is a strong boundary between the Papatoetoe and Ōtara subdivisions except for an area to the north around Wymondley that is bounded by Bairds Road. This area is on the western side of the motorway but deemed to be “Ōtara”.

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Option 1

15. Option 1 extends the area to the north of the Papatoetoe subdivision around Wymondley to bring it further into the Papatoetoe subdivision.
16. Maps for Option 1:





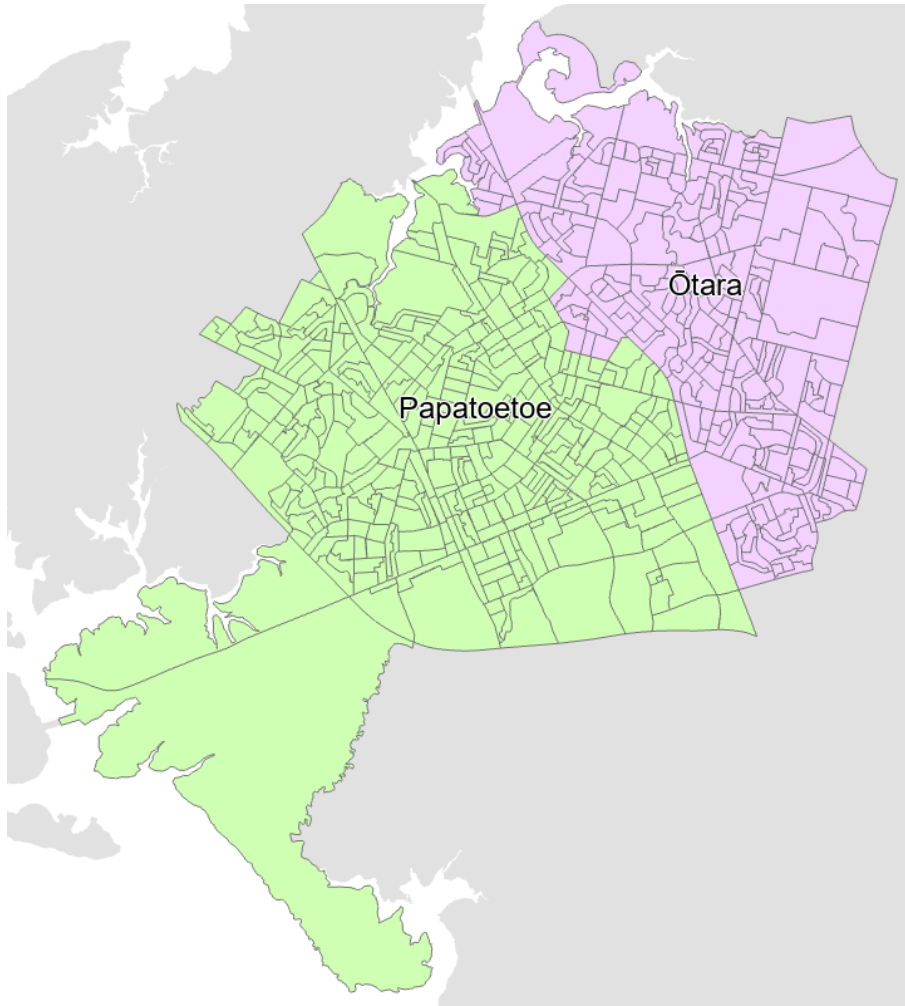
17. Population table for Option 1:

Option 1	Pop (2023)	Mbrs	Pop per mbr	Diff from quota	% diff
Ōtara-Papatoetoe Local Board Area					
Papatoetoe Subdivision	58,650	4	14,663	845	6.1%
Ōtara Subdivision	38,070	3	12,690	-1,127	-8.2%
Total	96,720	7	13,817		

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Option 2

18. Option 2 extends the Ōtara subdivision into Papatoetoe adjacent to the motorway interchange with East Tāmaki Road on the Papatoetoe side.
19. Maps for Option 2:





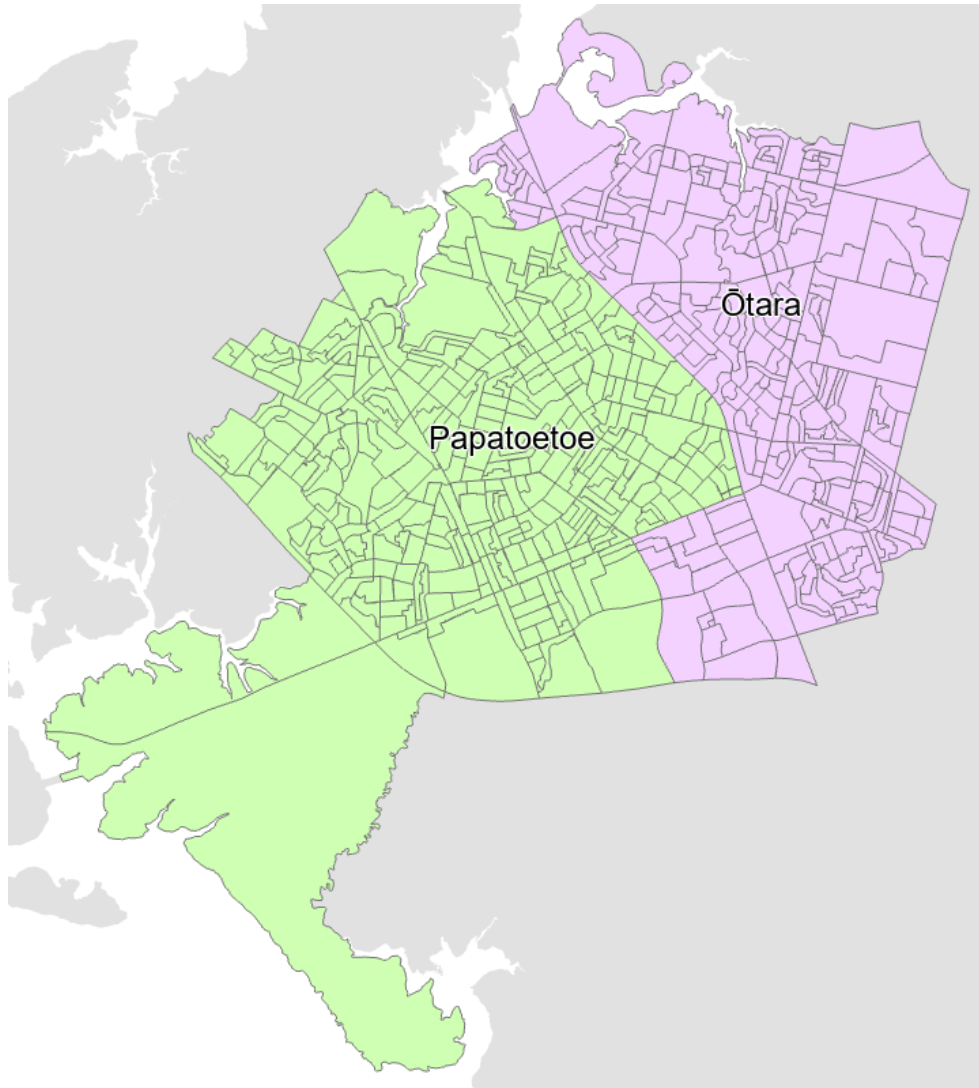
20. Population table for Option 2:

Option 2	Pop (2023)	Mbrs	Pop per mbr	Diff from quota	% diff
Ōtara-Papatoetoe Local Board Area					
Papatoetoe Subdivision	58,830	4	14,708	890	6.4%
Ōtara Subdivision	37,890	3	12,630	-1,187	-8.6%
Total	96,720	7	13,817		

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Option 3

21. Option 3 extends the Ōtara subdivision into Papatoetoe in the south-eastern corner of the Papatoetoe subdivision next to the motorway.
22. Maps for Option 3:





23. Population table for Option 3:

Option 3	Pop (2023)	Mbrs	Pop per mbr	Diff from quota	% diff
Ōtara-Papatoetoe Local Board Area					
Papatoetoe Subdivision	58,930	4	14,733	915	6.6%
Ōtara Subdivision	37,790	3	12,597	-1,220	-8.8%
Total	96,720	7	13,817		

Effective representation of communities of interest

24. Each of the three options addresses the non-compliance of the Ōtara subdivision with the 10 percent rule. The board needs to consider which, if any, represents a community of interest with the remainder of the Ōtara subdivision.
25. Alternatively, if the board considers that each option compromises communities of interest then it might recommend that the council does not comply with the 10 percent rule.
26. The board is not constrained to identifying one of the options presented by staff. For example, the board might prefer that population is added to the Ōtara subdivision by using two options, rather than one option, but reducing the size of each option.
27. The Local Government Commission has published guidance on the concept of “community of interest”. Essentially a community of interest has three dimensions:
 - (i) A perceptual dimension – do people feel they belong to the area?
 - (ii) A functional dimension – do people use the services in the area?

- (iii) A political dimension – will people in the area, and their needs and issues, be effectively represented at the decision-making table if representatives are elected by electors of this subdivision?

28. Historically Papatoetoe City was administered separately to Manukau City but amalgamated in 1989. Papatoetoe City encompassed Puhinui Road in the south to just north of Shirley Road in the north and bounded by the southern motorway to the east. This area defined “Papatoetoe” at that time. Those who now identify with “Papatoetoe” will likely extend over a larger area, nevertheless it may be useful to understand what was historically “Papatoetoe”.
29. The southern motorway divides the two subdivisions. Prior to the motorway being built, Flat Bush Road continued into Papatoetoe. There is now a pedestrian under-path connecting Flat Bush Road with Tui Road.
30. Local board members will have a better understanding than staff of the relevant communities of interest.
31. Option 1 builds on the area around Wymondley which has historically been associated with Ōtara and whose postal code is Ōtara. One question is how far can this area be extended into the Papatoetoe subdivision until people no longer feel any association with Ōtara? This option was not historically in Papatoetoe City but it includes the Papatoetoe Intermediate School.
32. Option 2 is next to East Tamaki Road and residents in this area may well choose to establish links with people and services in Ōtara. Access to Ōtara from this area is straightforward along East Tamaki Road and there is a pedestrian under-path linking Tui Road with Flat Bush Road. This area was historically within Papatoetoe City.
33. Option 3 includes some of the Manukau City Centre. Most of the area is non-residential aside from apartment blocks and residential houses close to Puhinui Road. People in this area would likely not identify with Papatoetoe but would possibly not identify with Ōtara either. They would identify as Manukau City Centre. However, people in Ōtara may well visit the Manukau City Centre for retail and council services.

Conclusion

34. Each option demonstrates limited commonalities with the Ōtara subdivision (i.e. the things people in each option have in common with the rest of the Ōtara subdivision appear to be very limited). The motorway is a very strong divider.
35. Staff feel there is a strong case for the council to decide to not comply with the requirement of the 10 percent rule on the basis that doing so would split communities of interest and join together disparate communities of interest. The variance from the average is only 13 percent. This might correct itself with the 2023 census results or when the next review of representation arrangements is carried out.

Local board reorganisation plan

36. Under the local board reorganisation plan that results in 15 local boards (which is explained in a separate report on this agenda) the Ōtara-Papatoetoe Local Board would amalgamate with the Mangere-Ōtāhuhu Local Board to form the Manukau Local Board.
37. The amalgamated Manukau Local Board could have subdivisions that represented the combining local boards and their subdivisions to ensure current areas of electoral representation are retained. The legislation places a maximum of 12 members on a local board and this has the effect of reducing representation from Ōtara as follows:

Current boards	Subdivisions	Mbrs	New board	Subdivisions	Mbrs
Māngere-Ōtāhuhu		7	Manukau	Māngere-Ōtāhuhu (6)	12
Ōtara-Papatoetoe	Ōtara (3)	7		Ōtara (2)	
	Papatoetoe (4)			Papatoetoe (4)	

38. At a recent workshop board members asked staff to look at rearranging subdivision boundaries so that there is equal representation from Ōtara (3) and Papatoetoe (3).
39. Staff have examined this proposal. The larger board with fewer total members results in the population per member rising to 15,492. If the number of members in the Ōtara subdivision rises to become 3 and in the Papatoetoe, subdivision reduces to become 3, in order to stay within the 10 percent requirement, a transfer of 10,000 people from Papatoetoe into Ōtara would be required.
40. For the reasons discussed above, especially those relating to the motorway being a very strong divider between the subdivisions, staff have not been able to achieve a rational transfer of this number that retains communities of interest.
41. However, in a combined board it is not necessary to limit subdivisions to those of the contributing boards. For example, it might make more sense to extend Ōtara into Ōtāhuhu rather than into Papatoetoe.

Tauākī whakaaweawe āhuarangi

Climate impact statement

42. Minor changes to subdivision boundaries do not have an impact on climate.

Ngā whakaaweawe me ngā tirohanga a te rōpū Kaunihera

Council group impacts and views

43. There are no impacts on the council group.

Ngā whakaaweawe ā-rohe me ngā tirohanga a te poari ā-rohe

Local impacts and local board views

44. This report provides an opportunity for the local board to provide its feedback on options to adjust subdivision boundaries to address the requirements of the 10 percent rule.

Tauākī whakaaweawe Māori

Māori impact statement

45. Small adjustments to subdivision boundaries do not impact on Māori communities differently to other communities.

Ngā ritenga ā-pūtea

Financial implications

46. There will be costs associated with LINZ producing official maps of boundary changes. For the 2019 review this was around \$12,000 total for all changes.

Ngā raru tūpono me ngā whakamaurutanga
Risks and mitigations

47. There is the risk that members of the public will appeal the council’s final proposal which will result in the Local Government Commission making the determination. If the council decides to not comply with the 10 percent rule, the Commission makes the determination in any case.

Ngā koringa ā-muri
Next steps

48. The board’s feedback will be reported to the Joint Governance Working Party which will then make recommendations to the Governing Body.

Ngā tāpirihanga
Attachments

There are no attachments for this report.

Ngā kaihaina
Signatories

Authors	Warwick McNaughton - Principal Advisor
Authorisers	Victoria Villaraza - Local Area Manager Rose Leonard - Manager Governance Services

Ōtara-Papatoetoe Local Board

OPEN MINUTES

Minutes of a meeting of the Ōtara-Papatoetoe Local Board held in the Pukatea room (previously Woodside), Level 1, Manukau Civic Building, 31-33 Manukau Station Road, Manukau on Tuesday, 19 March 2024 at 5:00 pm.

TE HUNGA KUA TAE MAI | PRESENT

Chairperson	Apulu Reece Autagavaia	
Deputy Chairperson	Dr Ofa Dewes, MNZM	via electronic link
Members	Dr Ashraf Choudhary, QSO, JP	via electronic link
	Topou Folau	
	Vi Hausia	
	Li'amanaia Lorenzo Kaisara	via electronic link
	Albert Lim	

TE HUNGA ĀPITI KUA TAE MAI | ALSO PRESENT

Councillor	Alf Filipaina, MNZM	From 5.00 pm until 5.24 pm
Councillor	Lotu Fuli	

20 Representation project – issues specific to the Ōtara-Papatoetoe Local Board

Resolution number OP/2024/24

MOVED by Chairperson AR Autagavaia, seconded by Member V Hausia:

That the Ōtara-Papatoetoe Local Board:

- a) **tuhi ā-taipitopito / note the following feedback points with specific reference to Ōtara-Papatoetoe Local Board:**
 - i) even though Ōtara is overrepresented as it exceeds the threshold at 13 per cent instead of 10 (average population per member for the whole local board not more than 10 percent) the Ōtara-Papatoetoe Local Board would advocate that the voices of Ōtara subdivision are not reduced.
 - ii) Ōtara is a distinct community of interest, people are strongly affiliated through their interests, culture and local activities and family ties. It is an area of high deprivation, and limited civic engagement as people are frequently struggling to make ends meet. The local representation is a means to make room for voices, issues and concerns of the people who are typically not heard, or at risk of being overlooked.
 - iii) advocate that Auckland Council not to comply with the 10 per cent rule as the board is of the opinion that proposed options of tweaking the boundaries of the Ōtara and Papatoetoe subdivisions will lead to a negative effect on communities of interest. Joining communities through a line on a map with few commonalities of interest would be of little value and not serve the interests of democratic representation.
- b) **tuhi ā-taipitopito / note that the board does not favour the proposed amalgamation of Ōtara-Papatoetoe and Mangere-Ōtāhuhu Local Boards with a maximum membership of 12 seats to “Manukau Local Board”:**
 - i) further, that the proposed amalgamation of Ōtara-Papatoetoe and Mangere- Ōtāhuhu Local Boards with a maximum membership of 12 seats to “Manukau Local Board”, it is likely our Ōtara community will advocate to ensure their voice is not diminished and would want to keep the Ōtara subdivision.
 - ii) the Ōtara-Papatoetoe Local Board does not favour the amalgamation also for the reasons noted under a).

CARRIED