

REPORT

TO: Chief Executive

FOR: Council Meeting – 27 October 2021

FROM: Deputy Electoral Officer

DATE: 20 October 2021

SUBJECT: REPRESENTATION REVIEW: ADOPTION OF FINAL PROPOSAL FOR NOTIFICATION

NOTE: THIS ANNOTATED COPY OF THE COUNCIL REPORT HAS BEEN UPDATED FOLLOWING THE COUNCIL MEETING, TO REFLECT THE DECISIONS MADE BY THE COUNCIL. CHANGES OR UPDATES ARE NOTED IN RED. IT IS PROVIDED FOR INFORMATION PURPOSES ONLY.

RECOMMENDATION

That the Council adopts for public notification the following final proposal for representation arrangements for the local authority election to be held in 2022 and subsequent elections, until altered by a subsequent decision:

- (a) That the Council comprise 10 members elected from four wards, and the Mayor, elected at large;*
- (b) That the members be elected by the First Past the Post (FPP) method;*
- (c) That the four wards be known as Ellesmere, Malvern, Rolleston, Springs;*
- (d) That the proposed boundaries of the four wards be as **per the initial proposal shown on the map attached to this report (Appendix 1)** and reflecting the following communities of interest:*

Ward	Communities of Interest
Ellesmere	Brookside, Burham, Burham Military Camp, Doyleston, Dunsandel, Greendale , Greenpark, Irwell, Killinchy, Lakeside, Leeston, Mead, Motukarara, Rakaia Huts, Sedgemere, Southbridge, Taumutu
Malvern	Arthurs Pass, Castle Hill, Coalgate, Darfield, Glenroy, Glentunnel, Halkett, Hororata, Kirwee, Lake Coleridge, Sheffield, Springfield, West Melton, Waddington, Whitecliffs, Windwhistle
Rolleston	Rolleston (including West Rolleston)
Springs	Ladbrooks, Lincoln, Prebbleton, Springston, Tai Tapu, Weedons

- (e) That the population each member will represent is as follows:*

Ward	Population	Members	Population per Member
Ellesmere Ward	12,700	2	6,350
Malvern Ward	14,900	2	7,450
Rolleston Ward	22,390	3	7,463
Springs Ward	19,690	3	6,563
TOTAL	69,680	10	6,968

- (f) That a Community Board be elected representing the Malvern Ward:
- (i) That the name of this Board be the Malvern Community Board;
 - (ii) That the Malvern Community Board comprises five elected members;
 - (iii) That the Malvern Community Board have three subdivisions, namely the Hawkins, Tawera and West Melton Subdivisions, with the boundaries as shown in the map attached to this report (Appendix 2), and reflecting the following communities of interest:

Subdivision	Areas of Subdivision
Hawkins	Darfield, Kirwee, Sheffield, Waddington
Tawera	Arthurs Pass, Castle Hill, Coalgate, Glenroy, Glentunnell, Hororata, Lake Coleridge, Springfield, Whitecliffs, Windwhistle
West Melton	Halkett, West Melton

- (iv) That the population each member will represent is as follows:

Subdivision	Population	Members	Population per Member
Hawkins Subdivision	6,000	2	3,000
Tawera Subdivision	3,030	1	3,030
West Melton Subdivision	5,870	2	2,935
TOTAL	14,900	5	2,980

- (g) That there be no Māori ward in Selwyn.

1. PURPOSE

The purpose of this report is to provide information to enable the Council to adopt its final proposal for representation arrangements for the 2022 and subsequent local elections.

2. SIGNIFICANCE ASSESSMENT/COMPLIANCE STATEMENT

The proposal has been assessed against the Council's Significance and Engagement policy and is assessed as being of high significance. Local elections are of significant impact to the population of the entire district, and processes are governed by statutory requirements. The Council is following all legislative requirements for consultation throughout the Representation Review process.

3. BACKGROUND

Councils are required under the Local Electoral Act 2001 to review their electoral representation arrangements at least once every six years. The Council last undertook a representation review in 2015 in preparation for the 2016 elections.

The process for the review is set out in the Local Electoral Act 2001. The Council must provide for effective representation of communities and their interests, and fair representation of electors. Some of the factors the Council must consider include:

- Communities of interest
- Effective representation of communities of interest
- Number of elected members
- Fair representation of electors.

A statutory requirement of fair representation is that the population of each ward, divided by the number of members to be elected by their ward, must produce a figure no more than 10% greater or smaller than the population of the district, divided by the total of elected members.

Selwyn's population has been growing rapidly in recent years. However, population growth has not occurred evenly across the district. This means the existing ward boundaries are no longer appropriate as they do not provide effective representation across the district. The current ward boundaries must be reviewed to provide for fair and effective representation.

Table 1 below shows the district's population change from the last representation review until 2020 with the current +/-10% rule shown in the last column.

Table 1: Population increase by ward

Existing Wards	Population 2014	Population 2020	Increase	+/-10% Rule
Ellesmere Ward	7,480	9,620	29%	-24.1%
Malvern Ward	8,460	9,320	10%	-26.4%
Selwyn Central Ward	19,450	30,640	58%	20.9%
Springs Ward	14,050	20,100	43%	5.8%
Total	49,440	69,680	41%	

In reviewing population and representation, the Council is required to use the latest population data or estimate from Stats NZ. Each ward is broken down into meshblocks and for this representation review the Council is using Stats NZ estimated meshblock population data as at June 2020.

While the individual ward percentage increases have been significant, further complicating matters has been the extreme variation at meshblock level, with some meshblocks increasing by 400% while others show minimal growth. The extreme growth has occurred around the district's townships and this makes it difficult to effectively gain compliance with the +/-10% rule without significant boundary changes or changes in representation.

In August 2020 the Council established a Representation Review Subcommittee to lead the review process. The Subcommittee has undertaken significant work to analyse data, lead public consultation and identify options for representation scenarios that best meet the review criteria and provide for fair representation of electors.

In the initial phase leading up to the development of options for consultation, analysis included:

- Subcommittee workshops to review scenarios
- discussions with two other councils
- qualitative and quantitative research commissioned to canvass residents' views of communities of interest, and fair and effective representation
- a workshop with the Malvern Community Board.

The Subcommittee reviewed a range of scenarios presenting different mechanisms for meeting the requirements of fair and effective representation, communities of interest and compliance with the +/-10% rule. These encompassed options ranging from no wards (election at large) through to two, three, and four wards; and with the number of councilors ranging from seven to 11.

4. CONSULTATION AND ENGAGEMENT

The Council has undertaken public engagement and consultation at several stages throughout the review process.

4.1. Pre-consultation engagement

In March-April 2021 the Subcommittee commissioned research to canvass the views of Selwyn residents relating to "communities of interest". This involved a two-stage process of qualitative, in-depth, in-person interviews, followed by telephone and online surveys of residents.

Three key themes emerged from the research:

- Residents identify more with the township they live in, than the ward
- Local representation is important
- No strong desire for substantial change.

These findings provided a useful framework for the Subcommittee when assessing options and scenarios for the initial proposal.

4.2. Preliminary consultation

In June 2021, the Subcommittee confirmed four main options to be the basis for preliminary consultation. These were:

- Option 1: Four wards, 10 councillors
- Option 2: Three wards (Springs/Ellesmere combined), 10 councillors
- Option 3: Three wards (Springs/Ellesmere combined), 9 councillors
- Option 4: Four wards, 7 councillors.

The preliminary consultation included a general question asking respondents to indicate whether they would like to have a community board in their ward.

Preliminary consultation was open from Monday 5 July and closed on Friday 30 July 2021. Consultation activity included:

- Online survey through the Council's engagement website
- Printed handout and feedback forms
- Public drop-in sessions (five)
- Workshop with the Malvern Community Board.

A total of 106 submissions were received. Of the four proposed options, options 1, 2 and 4 scored within 6% of each other: option 2 (three wards, 10 councillors) was supported by 30% of respondents; option 1 (four wards, 10 councillors) was supported by 26%; and option 4 (four wards, 7 councillors) was supported by 24%.

In relation to community boards, 62% of respondents indicated that they favoured having a community board in their ward.

After reviewing the findings of the preliminary consultation, and taking account of the principles of fair and effective representation of communities of interest, the Subcommittee recommended to the Council Option 1 as its preference, and supported proposing a community board for Malvern Ward.

4.3. Initial proposal

At its meeting of 25 August 2021 the Council adopted the recommendation of the Subcommittee as the initial proposal for public consultation. Under this

proposal the existing ward structure was largely retained, with the major changes proposed from the current electoral arrangements being:

- The total number of councillors would reduce from 11 to 10
- The Council would comprise 10 members elected from four wards, and the mayor elected at large
- West Melton would move from the current Selwyn Central Ward to the Malvern Ward
- An area between Burnham and Rolleston would move from the current Selwyn Central Ward to the Ellesmere Ward
- An area east of Rolleston moving from the current Selwyn Central Ward to the Springs Ward.

Under the initial proposal, the Malvern Community Board was proposed to be retained, with five members to be elected from three subdivisions for electoral purposes: Hawkins, Tawera and West Melton. The West Melton Subdivision was a new addition.

Public consultation on the initial proposal was undertaken from 3 September until 4 October 2021. Consultation activity included widespread distribution of information through digital and traditional media, six drop-in sessions and a live-stream social media event. Opportunities for residents to make submissions were provided both online, through the Council's engagement website, and through printed information and submission forms available at Council facilities.

5. SUBMISSIONS

On 13 October 2021 the Council received and considered the submissions received on its initial proposal.

The Council received 14 submissions on its proposal. Three submitters (representing four submissions) presented their submission in person at the hearing, which was held via videoconference under COVID-19 Level 2 restrictions.

Of the 14 submissions received, five submissions were in favour of the Council's proposal. Nine submissions contained objections to various elements of the proposal, as follows:

- Eight submitters objected to the proposal to move West Melton from the current Selwyn Central Ward to the Malvern Ward. Most of these submissions commented that the change does not reflect communities of interest, particularly that the community of West Melton does not have a strong relationship or connection to the Malvern area, but looks more to Rolleston for its community connections.
- The submission from the West Melton Residents Association opposed the proposal on the basis that the town saw its community of interest being more aligned with Rolleston than with Darfield.

- One submitter objected to the proposal on the basis that the reduction in the number of councillors would reduce the effectiveness of representation.
- One submitter objected to the expansion of the Malvern Ward on the basis that it would reduce the effectiveness of representation by elected members.
- Two submitters noted that an area of West Rolleston (in the vicinity of West Rolleston School) should be retained in the proposed Rolleston Ward, rather than being moved into the Ellesmere Ward.
- One submitter opposed the changes to ward boundaries but supported the proposal to reduce the number of councillors.
- Two submitters indicated their preference for the option of three wards and 10 councillors (option 2) from the previous round of preliminary consultation, on the basis that it better reflects communities of interest, and residents' preference in the prior consultation.
- In relation to the proposal to retain the Malvern Community Board and add an additional subdivision for West Melton, eight submissions supported the proposal, four submitters opposed the proposal, and two submitters did not indicate a preference.

During deliberations on the submissions received, the Council noted the views of several submitters that the proposal to locate West Melton within the Malvern Ward did not necessarily reflect the township's communities of interest.

The Council noted that the principle of communities of interest was one of a number of factors to be considered in developing representation arrangements, alongside effective representation of communities of interest; number of elected members; and fair representation of electors.

Councillors observed that the proposed arrangement involved an element of compromise, in that under the district's current high growth scenario and population distribution it was difficult to fully meet communities of interest requirements as well as fair and effective representation requirements. The proposal was considered to be the best option in terms of balancing the competing requirements and achieving an equitable workload for members. Councillors also noted that they were elected to serve the whole district, not just their local ward.

The Council noted that the proposal to establish a new West Melton Subdivision within the Malvern Community Board might help to mitigate some concerns about representation, by providing an additional level of local representation for the West Melton community.

Councillors noted that despite extensive efforts to engage with the local community on the review through various communication activities and channels, it had been very difficult to generate significant public interest. It was noted that public submissions on the earlier preliminary consultation had indicated no significant clear preference among the four options published for public comment.

Councillors noted that notwithstanding objections to the changes in some ward boundaries, submissions did not indicate any substantive opposition to the proposed reduction in the number of councillors.

On the proposal to retain the Malvern Community Board and add an additional subdivision for West Melton, the Council noted that no submission had been received from the Malvern Community Board, and that the balance of submissions broadly reflected support for the proposal.

Following hearing and deliberation on submissions, the Council confirmed its support for the initial proposal as previously outlined.

Minor boundary amendment

~~In relation to the submissions seeking the relocation of from Ellesmere Ward to Rolleston Ward, staff have sub matter and advise that the statistical meshblock bound Crossing Road, Brookside Road and Burnham Road (w School, Pines WWTP and Pines RRP) could be relocated into Rolleston Ward without breaching the +/- 10% requirements. This minor amendment to the initial proposal has been incorporated into the recommendations for the final proposal:~~

NOTE: This proposed minor boundary amendment was not adopted by the Council.



Ward	Members	Initial proposal population	Revised population	Population per Member	% difference from +/- 10%
Ellesmere Ward	2	12,700	12,620	6,310	-9.4%
Malvern Ward	2	14,900	14,900	7,450	6.9%
Rolleston Ward	3	22,390	22,470	7,490	7.5%
Springs Ward	3	19,690	19,690	6,563	-5.8%
TOTAL	10	69,680	69,680	6,968	

Māori ward

During 2020 the Council sought the views of the district's rūnanga as to the option of establishing a Māori ward. Rūnanga indicated there was no preference to establish a Māori ward at this time. At its meeting of 29 October 2020 the Representation Review Subcommittee confirmed its recommendation to the Council that no Māori ward be established for 2022 and 2025 elections. This matter has been noted in previous rounds of public consultation and no submissions were received on this element of the proposal.

6. PUBLIC NOTIFICATION OF FINAL PROPOSAL AND NEXT STEPS

The Council's representation review has been conducted in accordance with the procedures specified in the Local Electoral Act 2001. Having concluded the consultation hearings and deliberations process, under *section 19N(1)(b)* of the Act the Council must give notice of its final proposal within six weeks of the close of public submissions on the initial proposal, and no later than 10 November 2021.

The Council must now make a resolution determining its final proposal. The Council may resolve to make amendments to the initial proposal, following consideration of submissions.

Appeals and objections

Once the Council has notified its final proposal, it is subject to appeals and objections.

- An appeal may be made by anyone who made a submission on the initial proposal. An appeal must relate to the matters raised in that person's submission.
- An objection may be lodged by any person or organisation, if the Council's final proposal differs from its initial proposal. The objection must identify the matters to which the objection relates.

The closing date for appeals and objections must be at least one month after the date of public notification of the final proposal under *section 19N(1)(b)*, and no later than 20 December 2021. Appeals and objections must be made in writing. The

Council must forward any appeals or objections to the Local Government Commission no later than 15 January 2022.

The Commission must consider any appeals, objections, and other information forwarded to it, and determine the representation arrangements for the local authority. In making its determination, the Commission is able to make any enquiries that it considers appropriate, and may choose to hold meetings with the parties. It must make the determination before 11 April 2022.



Stephen Hill

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Appendix 1: Map of proposed Ward boundaries

Appendix 2: Map of proposed Malvern Ward Community Board subdivisions