

# LOCAL GOVERNMENT INFORMATION SERIES



## DESKTOP REVIEW OF LOCAL GOVERNMENT REPRESENTATION PROCESSES

2009/01



# **LOCAL GOVERNMENT INFORMATION SERIES**

## **REPRESENTATION PROCESSES: A DESKTOP REVIEW**

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# Executive Summary

1. The Local Electoral Act 2001 and the Local Government Act 2002 provide the statutory framework for local authorities to undertake reviews of their representation arrangements.
2. The legislation, administered by the Department of Internal Affairs (DIA), requires a local authority to undertake a representation review at least once every six years and, in the first instance, prior to the 2007 local government elections.
3. DIA needs to be aware of the scale and magnitude of the impacts of these two Acts on the local government sector and communities. It therefore commissioned a desktop review of local government's representation review processes.

## ***Trends in representation arrangements from 1992 to 2007***

4. The report of a desktop review of local government representation processes begins by examining trends in representation arrangements between local authority elections 15 years apart in 1992 and 2007. Over this period:
  - the total number of wards decreased by 97 (or 25%) from 384 in 1992 to 287 in 2007;
  - the total number of city and district councillors (not including mayors) decreased by 161 positions (or 21%) from 952 in 1992 to 791 in 2007. At the same time the average number of electors per councillor increased by over 1,000 (or 52%).
  - the total number of regional councillors increased by five positions from 130 in 1992 to 135 in 2007; and
  - the total number of community board members decreased by 166 positions (or 19%) from 866 in 1992 to 700 in 2007 and the number of community boards decreased by 13 (or 8%) from 156 to 143.
5. In general, metropolitan and rural councils had a larger percentage reduction in ward numbers and councillor positions than provincial councils over the 15 year span. Rural community boards had a larger percentage reduction in community board positions than provincial or metropolitan community boards over the same period.
6. Trends in representation arrangements were also examined by council location (North versus South Island), type of voting system (STV or FPP) in the 2004 and 2007 local elections, voter turnout in the 2007 local elections, and population growth. Some trends in ward numbers, councillor positions, community board numbers or community board positions in relation to some of these factors were observed. However, the associations were generally small and the patterns were not consistent across representation arrangement types.

## ***Representation reviews for the 2004 & 2007 elections***

7. Twenty-eight local authorities undertook representation reviews for the 2004 local elections. The final proposals of 23 (or 82%) were subject to appeals and objections, with the Local Government Commission (LGC) determining these councils' representation arrangements.
8. Sixty-four local authorities undertook representation reviews for the 2007 local elections.
9. The final proposals of 36 (or 56%) were subject to appeals and objections, with the LGC determining their representation arrangements.

### ***Public consultation & input during the development of the initial proposal***

10. Evidence of preliminary consultation was found to have occurred for 14 of 30 councils sampled. However, this is likely to be an under-estimate.
11. Most commonly, preliminary consultation took the form of public meetings and public feedback workshops in which only a small number of the public chose to participate. Surveys had also been conducted, with relatively low response rates (where these were known).
12. Ten of the councils' representation arrangements were ultimately determined by the LGC and four were finalised at the final proposal stage. Whether or not a council had undertaken preliminary consultation did not appear to be related to whether or not a council's representation arrangements were ultimately determined by the LGC.

### ***Representation arrangements of territorial authorities: initial and final proposals compared***

13. The representation arrangements set out in the initial and final proposals of 70 territorial authorities that undertook representation reviews prior to either the 2004 or the 2007 local election were examined. Councils whose representation arrangements were ultimately determined by the LGC (the 'Appealed' group) were more likely to increase the numbers of wards, councillors, community boards or community board positions between the initial and final proposal stages than those councils whose representation arrangements were settled at the final proposal stage. Between the initial and final proposal stages:
  - the total numbers of wards increased slightly by 2%, with the numbers of wards in the Appealed group increasing by 3%.
  - the total numbers of councillors increased slightly by 1%, with the number of councillors in the Appealed group increasing by 2%.
  - the total numbers of community boards increased by 14%, with the number of community boards in the Appealed group increasing by 19%.
  - the total numbers of community board positions increased by 11%, with the number of community board positions in the Appealed group increasing by 15%.

### ***Issues raised in submissions***

14. The report documents issues raised in submissions to councils' initial proposals. While some members of the public and organisations raised issues of a general nature, others were very specific in terms of the type of electoral system, number of council positions or Community boards or community board members they favoured or opposed.
15. Of 30 representation reviews examined in-depth, there was no apparent relationship between the number of submissions made on the initial proposal and whether or not the final proposal was amended from the initial proposal.

### ***Notification of representation review proposals***

16. Most commonly, councils published notice of their initial and final proposals in their local newspapers (including community newspapers) and on council websites. Some also published notice of their proposals in their own council publications.

### ***Issues raised in appeals and objections***

17. The report also documents issues raised in appeals and objections to councils' final proposals. The issues generally tended to reflect those raised in submissions.

### ***Representation arrangements of territorial authorities: final proposals and LGC determinations compared***

18. The representation arrangements set out in the final proposals and in the LGC determinations of 44 territorial authorities that undertook representation reviews prior to either the 2004 or the 2007 local election were examined. Councils whose representation arrangements were ultimately determined by the LGC for the 2007 election experienced a greater increase in ward numbers, an increase in councillor positions, and virtually no change in community board numbers and positions compared with councils whose representation arrangements were determined by the LGC for the 2004 election. Between the final proposal and the LGC determination stages:

- the total number of councillors decreased by 3%. Councils that conducted their representation reviews prior to the 2004 local election experienced a 12% reduction in councillor positions, whereas councils that conducted their representation reviews prior to the 2007 election experienced a 3% increase in councillor positions.
- the total number of wards increased by 10%. Councils that conducted their representation reviews prior to the 2004 local election experienced a 3% increase in ward numbers, whereas councils that conducted their representation reviews prior to the 2007 election experienced a 14% increase in ward numbers.
- the total number of community board positions increased by 13%. Councils that undertook representation reviews prior to the 2004 local election experienced a greater increase in community board positions than councils that undertook reviews prior to the 2007 election (27% and 1% increases respectively).
- the number of community boards increased by 9%. Councils that conducted their reviews prior to the 2004 local election experienced an increase in their community boards by ten whereas those councils that conducted their reviews prior to the 2007 local election experienced a decline of one community board.

The determinations of a selected 21 local authorities whose representation reviews were finalised by the LGC were examined in further detail.

Analysis of these determinations found that:

- the LGC upheld councils' final proposals for representation arrangements for the 2004 elections in three of 14 cases, and for the 2007 elections in two of seven cases;
- the total number of wards increased by four wards, the number of council positions by nine, and the total number of community boards by six between the final proposal and LGC determination.

- eleven final proposals or pre-existing representation arrangements did not comply with the +/-10% rule of population equality. In none of these cases did the LGC determine an exception to this requirement as either an island community or isolated community. The LGC consistently made clear the need for councils' proposals to comply with the +/-10% rule.
- All 14 territorial authorities that undertook representation reviews for the 2004 elections were determined by the LGC to require either a decrease or no change in the number of council positions, whereas all seven territorial authorities that undertook representation reviews for the 2007 elections were determined by the LGC to require either no change or an increase in the number of council positions.
- Six of the 14 territorial authorities that undertook representation reviews for the 2004 elections were determined by the LGC to require an increase in the number of community boards, whereas none of the seven territorial authorities that undertook representation reviews for the 2007 elections were determined by the LGC to require an increase in the number of community boards.

### ***Representation arrangements of regional councils: initial & final proposal stages and LGC determinations compared***

19. Of the 12 regional councils that undertook representation reviews for either the 2004 or 2007 election, the representation arrangements of 10 (83%) of these were determined by the LGC.
20. Of the 10 regional councils whose representation arrangements were determined by the LGC, member positions totalled 113 at the initial proposal stage, 113 at the final proposal stage and 116 as determined by the LGC. The change in total member positions between the final proposal stage and LGC determination was due to the Bay of Plenty regional council's member positions increasing from 10 to 13.
21. Of the 10 regional councils whose representation arrangements were determined by the LGC, constituencies totalled 57 at the initial proposal stage, 59 at the final proposal stage and 58 as determined by the LGC.

### ***Possible areas for future work***

22. It may be that some exploratory work could be undertaken to examine the section 19V(2) population equality requirement and its impact on the number of councillor positions. In some instances increasing the number of city councillor positions, while still meeting the population equality requirement, might be considered appropriate to help alleviate city councillors' increasing workloads.
23. Future work could be undertaken to identify the types of consultation that are most effective and efficient in engaging members of the public on representation arrangement issues at the pre-initial proposal stage of representation reviews.



# Introduction

24. The Local Electoral Act 2001 and the Local Government Act 2002 provide the statutory framework for local authorities to undertake reviews of their representation arrangements.
25. The legislation, administered by the Department of Internal Affairs (DIA), requires a local authority to undertake a representation review at least once every six years and, in the first instance, prior to the 2007 local government elections.
26. The Local Government Commission (LGC) has issued Guidelines, most recently in June 2005, to assist local authorities to undertake their representation reviews.<sup>1</sup> The Guidelines set out the procedural steps and timelines for the reviews, and describe a best practice process for their conduct. When undertaking reviews, local authorities are required to have regard to the Guidelines in addition to the requirement to meet the relevant statutory provisions of the two Acts.
27. DIA needs to be aware of the scale and magnitude of the impacts of these Acts on the local government sector and communities. It has therefore implemented a programme to evaluate the impact and outcomes of the legislation. This desktop review of local government's representation review processes looks at trends in representation and the way that councils determine and consult on their representation arrangements.

## Trends in local government representation 1992 to 2007

### *Introduction*

28. The broad aim of the Part 1 analysis was to answer the following questions:
  - What have been the overall changes in representation (number of wards, councillors and councillor/elector ratios) across the country since 1992; can any of these be attributed to the introduction of STV?
  - What have been the overall changes in the number of community boards and members since 1992?
  - Are there any trends in representation arrangements over time that can be related to council type (Territorial Authority/Regional Council and Metro/Provincial/Rural), council location or population growth?
  - Can the trends in representation be related to subsequent voter turnout?

Relevant data for Part 1 were provided by DIA in the form of Excel spreadsheets and analysed in Excel.

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<sup>1</sup> Local Government Commission. *Guidelines to assist local authorities in undertaking representation reviews*. June 2005 (2<sup>nd</sup> edition) ISBN 0-478-04959-5.

## ***City and district councillor positions 1992 to 2007***

29. The overall number of city and district councillors decreased by 161 positions (or 21%) between local authority elections 15 years apart in 1992 and 2007 (Table 1).<sup>2</sup> Throughout this period the overall number of councillor positions steadily declined from election to election, with the largest reduction of 47 councillor positions occurring between the 2001 and 2004 elections.<sup>3</sup>
30. Reflecting the decline in overall number of councillor positions over the 15 year span, the average number of councillor positions on a council also declined from 12.9 in 1992 to 10.8 in 2007 (Table 1). The range (minimum, maximum) of councillor positions also reduced. In 1992 the minimum number of councillor positions on a council was seven and the maximum 24. In 2007 the comparable numbers were six and 19 respectively.
31. Between 1992 and 2007 eight city or district councils had a reduction of five or more councillor positions, 40 reduced by one to four positions, 22 had no change, and three councils had an increase of one councillor position.
32. Those councils with the largest reduction in councillor positions between 1992 and 2007 were city councils. Christchurch City, which included the Banks Peninsula district in 2007, reduced its number of positions by 11 from 24 positions in 1992 to 13 positions in 2007. Manukau City and Wellington City both reduced their councillor positions by seven, and Auckland City reduced its positions by five, as did the provincial district councils of Whakatane and Queenstown-Lakes and the rural district councils of Waimate and Waitaki.
33. The three councils with an increase of one councillor position between 1992 and 2007 were district councils - Rodney District, Hauraki District and Grey District. At 18% in 2006, Rodney District had one of the highest population growths among the territorial authorities.
34. In general, metropolitan and rural councils had a larger percentage reduction in councillor positions (both -21%) than provincial councils (-11%) over the 15 year span (Table 1). Metropolitan councils with their consistently highest average number of council positions over the 15 years had a reduction of 52 council positions and rural councils with their consistently lowest average number of council positions had a reduction of 65 council positions (Figure 1). Provincial councils had a reduction of 44 council positions.
35. Although smaller numerically (61 compared with 100), South Island councils had a slightly larger percentage reduction in councillor positions (-19%) than North Island councils (-16%) over the 15 year span (Table 1).

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<sup>2</sup> Mayoral positions are not counted among council positions for the purposes of this report.

<sup>3</sup> See Appendix 1 for councillor positions for individual city or district councils over the 15 year span.

**Table 1 City and district council positions according to election year and council characteristics – totals, averages, ranges & percentage change**

Council type		1992	1995	1998	2001	2004	2007	Change 2007-1992 n %
<b>council type</b>								
metropolitan	total	247	238	223	206	192	195	-52
	average	16.5	15.9	14.9	14.7	12.8	13.0	-21%
	range	10-24	10-24	10-24	10-24	8-19	8-19	
provincial	total	401	394	384	379	367	357	-44
	average	12.9	12.7	12.4	12.2	11.8	11.5	-11%
	range	9-16	9-16	9-16	9-16	8-15	8-15	
rural	total	304	291	284	277	256	239	-65
	average	10.9	10.4	10.1	9.9	9.1	8.9	-21%
	range	7-15	7-15	7-15	7-15	6-14	6-14	
<b>council location</b>								
North Island	total	639	617	593	570	549	539	-100
	average	13.0	12.6	12.1	11.9	11.2	11.0	-16%
	range	7-24	7-24	7-20	7-19	6-19	6-19	
South Island	total	313	306	298	292	266	252	-61
	average	12.5	12.2	11.9	11.7	10.6	10.5	-19%
	range	7-24	7-24	7-24	7-24	6-14	6-14	
<b>STV or FPP 2004</b>								
STV councils	total	130	126	119	118	108	107	-23
	average	13.0	12.6	11.9	11.8	10.8	10.7	-18%
	range	8-21	8-18	7-18	8-19	8-14	8-14	
FPP councils	total	822	797	772	721	707	684	-138
	average	12.8	12.5	12.1	11.8	11.0	10.9	-17%
	range	7-24	7-24	7-24	7-24	6-15	6-15	
<b>STV or FPP 2007</b>								
STV councils	total	106	102	96	99	89	88	-18
	average	13.3	12.8	12.0	12.4	11.1	11.0	-17%
	range	8-21	8-18	7-18	8-19	8-14	8-14	
FPP councils	total	846	821	795	721	726	703	-143
	average	12.8	12.4	12.0	11.7	11.0	10.8	-17%
	range	7-24	7-24	7-24	7-24	6-19	6-19	
<b>TOTAL</b>	total	952	923	891	862	815	791	-161
	average	12.9	12.5	12.0	11.8	11.0	10.8	-17%
	range	7-24	7-24	7-24	7-24	6-19	6-19	

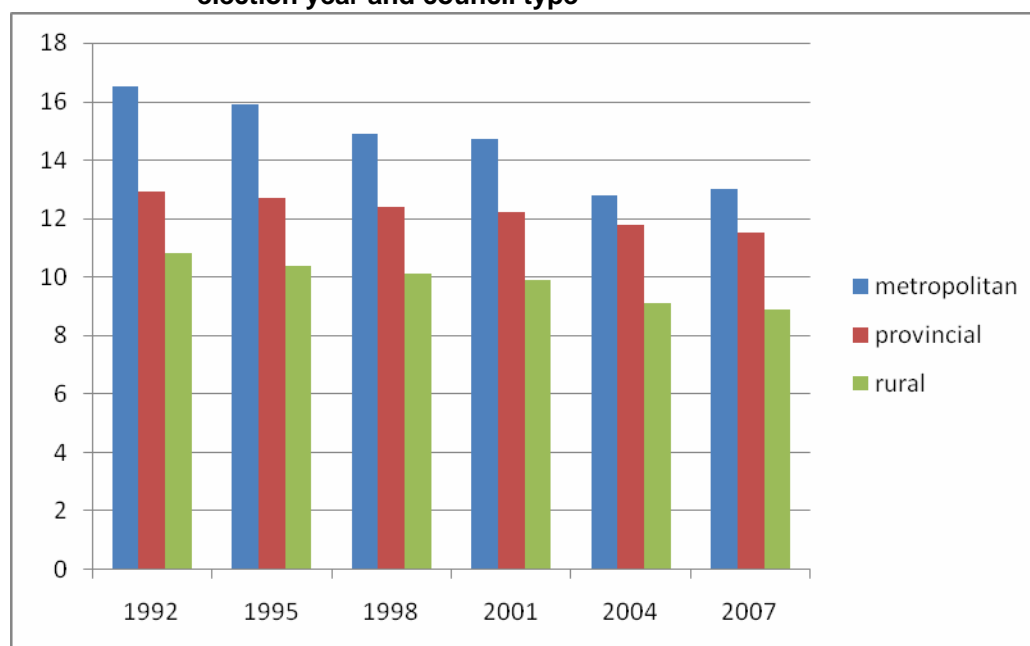
Numbers of council positions do not include mayoral positions.

Ten councils used STV in 2004 and eight councils used STV in 2007.

Numbers of Banks Peninsula councillors are included for the election years 1992 – 2004.

The number of councillors in the Rodney District was unknown for 2001.

**Figure 1 Average number of city and district council positions according to election year and council type**



36. Ten councils used a Single Transferable Voting (STV) system in the 2004 local authority election, with the remaining councils using First Past the Post (FPP). Eight councils used STV in the 2007 election. The percentage change in council positions over the 15 year span did not appear to be related to the type of voting system used in either the 2004 or 2007 election (Table 1).
37. The change in the number of council positions between 1992 and 2007 did not appear to be related to voter turnout in the 2007 elections of councillors (Table 2). Councils that had a reduction of five or more councillor positions between 1992 and 2007 had a very similar voter turnout in 2007 (49%) to those that had a reduction of one to four positions (49%), no change in number (49%) or an increase of one position (50%).

**Table 2 Change in the number of councillors between 1992 and 2007 and voter turnout 2007**

Number of councillors in 2007 compared with 1992	n	Voter turnout 2007
Reduced by 5 or more	8	48.5%
Reduced by 1 to 4	39	48.7%
No change	21	49.3%
Increased by 1 or more	3	50.0%
<b>total</b>	<b>71</b>	<b>48.9%</b>

Excludes Chatham Islands and MacKenzie District Councils where councillors were elected unopposed.

38. The change in the number of council positions between 2001 and 2007 appeared to be inversely related to population growth in 2006 (Table 3). Councils that had a reduction of councillor positions over the six year span tended to have a higher population growth in 2006 compared with councils that had no change or an increase in councillor positions (7.1% and 2.5% respectively).

**Table 3 Change in the number of councillors between 2001 and 2007 and population growth 2006**

Number of councillors in	n	Population growth
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2007 compared with 2001		2006
Reduced by 5 or more	3	5.9%
Reduced by 1 to 4	27	7.2%
<i>Any reduction</i>	30	7.1%
No change	21	2.5%
Increased by 1 or more	3	3.1%
<i>No change or increase</i>	24	2.5%
<b>total</b>	<b>72</b>	<b>4.6%</b>

The number of councillors in the Rodney District was unknown for 2001.

## **Wards 1992 to 2007**

39. The total number of wards decreased by 97 (or 25%) between the 1992 and 2007 local authority elections (Table 4).<sup>4</sup> Throughout this period the overall number of wards steadily declined from election to election, with the largest reductions being between the 1995 and 1998 elections (-34 wards) and between 2001 and 2004 elections (-31 wards).
40. Reflecting the decline in overall number of wards over the 15 year span, the average number of wards in a territorial authority also declined from 5.2 in 1992 to 3.9 in 2007 (Table 4). The maximum number of 12 wards in the Southland District remained unchanged over the 15 years.
41. Between 1992 and 2007 six councils had a reduction of five or more wards, 34 reduced by one to four wards, 26 had no change, and seven councils had an increase of one or two wards.
42. Five of the six councils with the largest reduction in number of wards between 1992 and 2007 were located in the North Island. Waimate and Whakatane Districts reduced their number of wards by six while Christchurch City, New Plymouth, Thames-Coromandel and Waitomo reduced their number of wards by five.
43. Napier City council had an increase of two wards between 1992 and 1997, and the six councils with an increase of one ward were Ashburton, Clutha, Horowhenua, Masterton and Rangitikei District Councils and Hutt City Council.
44. In general, metropolitan and rural councils had a larger percentage reduction in the number of wards (-29% and -30% respectively) than provincial councils (-19%) over the 15 year span (Table 4). Metropolitan councils with their consistently highest average number of wards over the 15 years had a reduction of 28 wards and rural councils with their consistently lowest average number of wards had a reduction of 37 wards (Figure 2). Provincial councils had a reduction of 32 wards.

<sup>4</sup> See Appendix 2 for ward numbers for individual city or district councils over the 15 year span.

**Table 4 Number of wards according to year and council characteristics – totals, averages, ranges & percentage change**

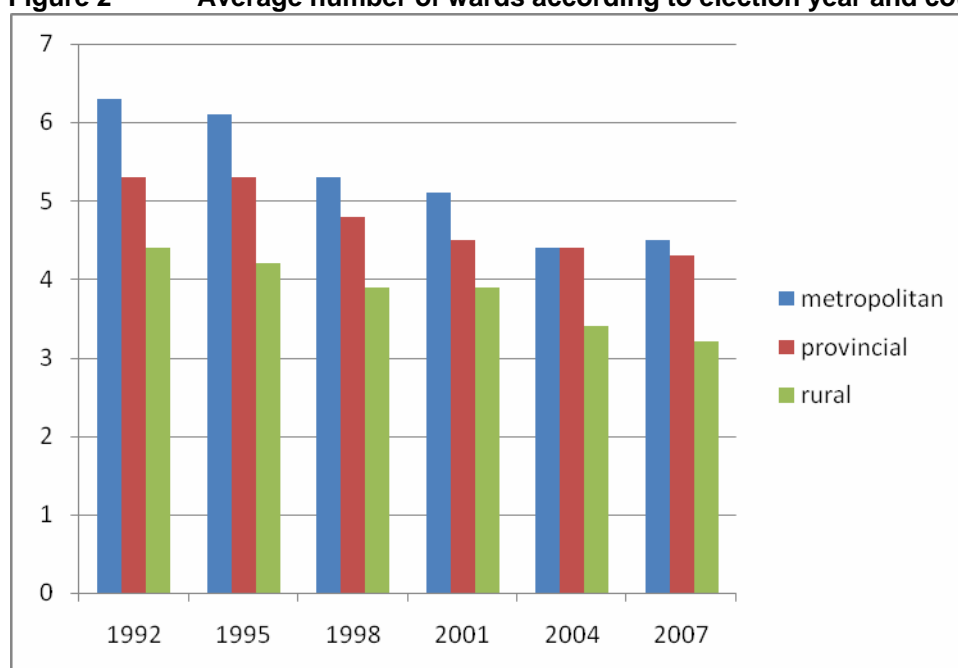
		1992	1995	1998	2001	2004	2007	Change 2007-1992 n & %
<b>council type</b>								
metropolitan	total	95	92	80	76	66	67	-28
	average	6.3	6.1	5.3	5.1	4.4	4.5	-29%
	range	1-12	1-12	1-12	1-12	1-12	1-12	
provincial	total	166	164	149	141	136	134	-32
	average	5.3	5.3	4.8	4.5	4.4	4.3	-19%
	range	1-12	1-12	1-12	1-12	1-12	1-12	
rural	total	123	117	110	110	94	86	-37
	average	4.4	4.2	3.9	3.9	3.4	3.2	-30%
	range	1-9	1-7	1-7	1-7	1-7	1-8	
<b>council location</b>								
North Island	total	259	250	224	214	194	190	-69
	average	5.3	5.1	4.6	4.4	4.0	3.9	-27%
	range	1-11	1-11	1-11	1-11	1-1	1-11	
South Island	total	125	123	115	113	102	97	-28
	average	5.0	4.9	4.6	4.5	4.1	4.0	-22%
	range	1-12	1-12	1-12	1-12	1-12	1-12	
<b>STV or FPP 2004</b>								
STV councils	total	52	49	42	42	38	37	-15
	average	5.2	4.9	4.2	4.2	3.8	3.7	-29%
	range	1-10	1-10	1-7	1-7	1-6	1-6	
FPP councils	total	332	324	297	285	258	250	-82
	average	5.2	5.1	4.6	4.5	4.0	4.0	-25%
	range	1-12	1-12	1-12	1-12	1-12	1-12	
<b>STV or FPP 2007</b>								
STV councils	total	45	42	35	35	31	30	-15
	average	5.6	5.3	4.4	4.4	3.9	3.8	-33%
	range	1-10	1-10	1-7	1-7	1-6	1-6	
FPP councils	total	339	331	304	292	265	257	-82
	average	5.1	5.0	4.6	4.4	4.0	4.0	-24%
	range	1-12	1-12	1-12	1-12	1-12	1-12	
<b>TOTAL</b>	total	384	373	339	327	296	287	-97
	average	5.2	5.0	4.6	4.4	4.0	3.9	-25%
	range	1-12	1-12	1-12	1-12	1-12	1-12	

Ten councils used STV in 2004 and eight councils used STV in 2007.

Numbers of Banks Peninsula councillors are included for the election years 1992 – 2004.

'At large' =1.

**Figure 2 Average number of wards according to election year and council type**



45. North Island councils had a greater reduction of wards numerically (69 in the North Island compared with 28 in the South) and in percentage terms (27% in the North Island compared with 22% in the South) over the 15 year span (Table 4).
46. Ten councils used a Single Transferable Voting (STV) system in the 2004 local authority election, with the remaining councils using First Past the Post (FPP). Eight councils used STV in the 2007 election. STV councils in 2007 had a greater percentage reduction in the number of wards over the 15 year span than FPP councils in 2007 (33% compared with 24%, Table 4).
47. The change in the number of wards between 1992 and 2007 did not appear to be strongly related to voter turnout in the 2007 local elections, although those seven councils with an increase in the number of wards over the 15 year span had a slightly higher voter turnout in 2007 (Table 5).

**Table 5 Change in the number of wards between 1992 and 2007 and voter turnout 2007**

Number of wards in 2007 compared with 1992	n	Voter turnout 2007
Reduced by 5 or more	6	50.2%
Reduced by 1 to 4	33	49.0%
No change	25	47.8%
Increased by 1 or more	7	51.4%
<b>total</b>	<b>71</b>	<b>48.9%</b>

Excludes Chatham Islands and MacKenzie District Councils where councillors elected unopposed.

48. The change in the number of wards between 2001 and 2007 appeared to be related to population growth in 2006 (Table 6). Councils that had a reduction in ward numbers between 2001 and 2007 tended to have a slightly lower population growth (3.6% growth) compared with councils that had no change or an increase in wards (5.2% growth).

**Table 6 Change in the number of wards between 2001 and 2007 and population growth 2006**

Number of wards in 2007 compared with 2001	n	Population growth 2006
Reduced by 5 or more	3	0.8%
Reduced by 1 to 4	23	3.9%
<i>Any reduction</i>	26	3.6%
No change	41	5.3%
Increased by 1 or more	6	4.2%
<i>No change or increase</i>	47	5.2%
<b>total</b>	<b>73</b>	<b>4.6%</b>

### ***Electors to city/district councillors 1992 to 2007***

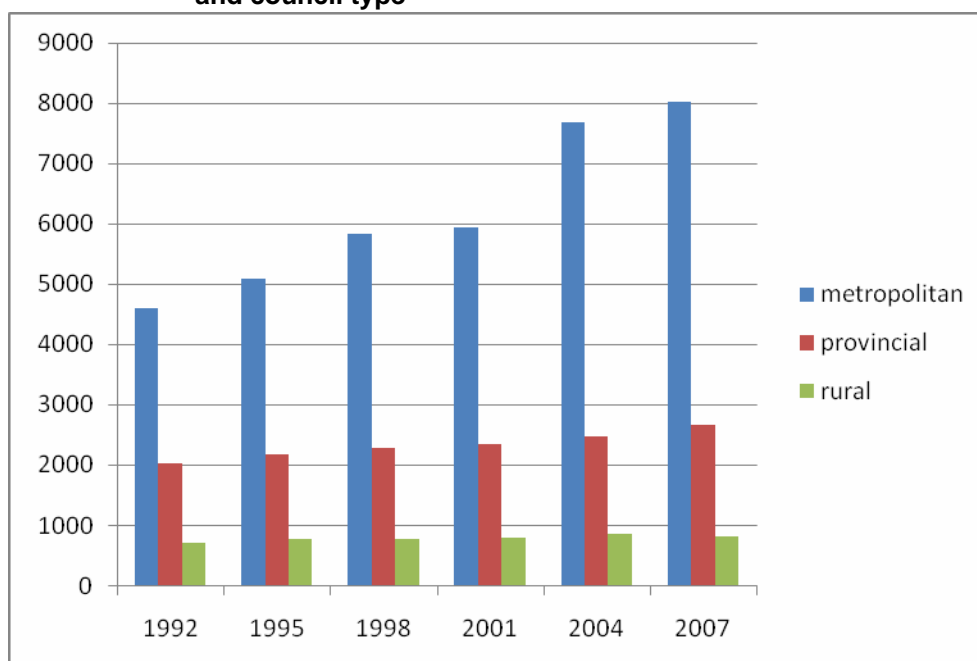
49. The average number of electors per city/district councillor increased by over 1,000 (or 52%) between the 1992 and 2007 local authority elections (Table 7), reflecting the reduction in number of council positions over the same period (Table 1). Throughout this period the average number of electors per councillor steadily increased from election to election, with the largest increase being between the 2001 and 2004 elections.
50. All council types – metropolitan, provincial and rural – experienced an increase in average electors to councillors between 1992 and 2007 (Table 7, Figure 3). Metropolitan councils had the greatest increases – 74% - averaging 4605 electors to councillors in 1992 and 8019 electors to councillors in 2007. The five councils with the largest increases in the number of electors per councillor over the 15 year span were all metropolitan councils. Christchurch City had the largest increase (10593), followed by Manukau (7174), Auckland (6511), Wellington (4265) and Tauranga (4220).



**Table 7 Average number of electors to councillors according to election year and council characteristics**

	1992	1995	1998	2001	2004	2007	Percentage change 2007-1992
<b>council type</b>							
metropolitan	4605	5095	5835	5929	7683	8019	74%
provincial	2015	2160	2276	2330	2475	2659	32%
rural	701	771	770	783	841	816	16%
<b>council location</b>							
North Island	2273	2510	2762	2807	3207	3414	50%
South Island	1593	1679	1774	1822	2334	1831	15%
<b>STV or FPP 2004</b>							
STV	2246	2461	2706	2824	3257	3407	52%
FPP	2011	2193	2384	2419	2858	3059	52%
<b>STV or FPP 2007</b>							
STV	2367	2609	2880	2870	3397	3553	50%
FPP	2004	2184	2373	2426	2853	3051	52%
<b>TOTAL</b>	2043	2230	2428	2474	2912	3106	52%
<b>range</b>	57-8683	58-9090	55-12497	46-13352	47-19661	44-19277	

**Figure 3 Average number of electors to councillors according to election year and council type**



51. Provincial councils experienced an increase in average electors to councillors of 32%, and rural councils an increase of 16% (Table 7). The Far North was the provincial council with the largest increase in the number of electors per councillor, and Central Otago was the rural council with the largest increase.

52. North Island councils had a greater increase in average electors to councillors between 1992 and 2007 than South Island councils (50% compared with 15%, Table 7).
53. Ten councils used a Single Transferable Voting (STV) system in the 2004 local authority election, with the remaining councils using First Past the Post (FPP). Eight councils used STV in the 2007 election. The percentage change in average electors to councillors over the 15 year span did not appear to be related to the type of voting system used in either the 2004 or 2007 election (Table 7).
54. The change in the number of electors to councillors between 1992 and 2007 appeared to be related to voter turnout in the 2007 elections, with those councils having the greatest increases in the number of electors to councillors experiencing the lowest voter turnout in 2007 and those having a reduction in the number of electors to councillors experiencing the highest voter turnout in 2007 (Table 8).

**Table 8 Change in the number of electors to councillors between 1992 and 2007 and voter turnout 2007**

Number electors to councillors in 2007 compared with 1992	n	Voter turnout 2007
Reduced	5	57.0%
Increased by 1 to 500	36	51.6%
Increased by 501 to 1000	12	47.9%
Increased by 1001 to 2000	10	44.0%
Increased by 2001 or more	8	39.0%
<b>total</b>	<b>71</b>	<b>48.9%</b>

Excludes Chatham Islands and MacKenzie District Councils where councillors elected unopposed.

55. As might be expected, the change in the number of electors to councillors between 2001 and 2007 was related to population growth in 2006, with those councils having the greatest increases in the number of electors to councillors experiencing the highest population growth in 2006 and those councils having a reduction in the number of electors to councillors experiencing a negative population growth in 2006 (Table 9).

**Table 9 Change in the number of electors to councillors between 2001 and 2007 and population growth in 2006**

Number electors to councillors in 2007 compared with 2001	n	Population growth 2006
Reduced	15	-1.2%
Increased by 1 to 500	39	4.3%
Increased by 501 to 1000	8	6.6%
Increased by 1001 or more	10	11.6%
<b>total</b>	<b>72</b>	<b>4.6%</b>

Excludes Rodney District.

### ***Regional councils 1992 to 2007***

56. The number of regional councillors increased by five positions between local authority elections 15 years apart in 1992 and 2007 (Table 10). The number of regional councillor positions increased from the 1992 election to the 2004 election, then reduced by one in the 2007 election. Reflecting the trend in number of regional councillors over the 15 year span, the average number of regional councillors also increased slightly from 10.8 in 1992 to 11.3 in 2007 (Table 10).

57. Between 1992 and 2007 the Bay of Plenty regional council increased its regional councillor positions by two (from 11 to 13, including 3 Maori positions), while Taranaki, Manawatu/Wanganui, West Coast, Canterbury and Southland increased their councillor positions by one. Over the same period, Northland, Auckland, Hawkes Bay and Otago registered no change, while Waikato and Wellington decreased their regional councillor positions by one.

**Table 10 Regional council positions according to election year and council characteristics – totals, averages, ranges & percentage change**

		1992	1995	1998	2001	2004	2007	Change 2007-1992 n %
<b>council type</b>								
large	total	86	89	89	89	91	88	+2
	average	12.3	12.7	12.7	12.7	13.0	12.6	2%
	range	11-14	11-14	11-14	11-14	11-14	11-14	
small	total	44	42	44	45	45	47	+3
	average	8.8	8.4	8.8	9.0	9.0	9.4	7%
	range	6-11	6-10	6-11	6-12	6-12	7-12	
<b>council location</b>								
North Island	total	89	90	90	90	92	91	+2
	average	11.1	11.3	11.3	11.3	11.5	11.4	+2%
	range	8-14	8-14	8-14	8-14	8-14	8-13	
South Island	total	41	41	43	44	44	44	+3
	average	10.3	10.3	10.8	11.0	11.0	11.0	+7%
	range	6-13	6-14	6-14	6-14	6-14	7-14	
<b>TOTAL</b>	total	130	131	133	134	136	135	+5
	average	10.8	10.9	11.1	11.2	11.3	11.3	+4%
	range	6-14	6-14	6-14	6-14	6-14	7-14	

58. Between 1992 and 2007 large and small regional councils experienced similar sized increases in regional councillor positions, as did North and South Island regional councils (Table 10).
59. No regional council held an election using STV.
60. Although the number of regional councils is relatively small, the change in the number of regional councillors between 1992 and 2007 appeared to be related to voter turnout in the 2007 elections, with those councils with an increase in the number of regional councillor positions experiencing the highest voter turnout in 2007 and the two councils with a decrease in the number of regional councillor positions experiencing the lowest voter turnout in 2007 (Table 11).

**Table 11 Change in the number of regional councillors between 1992 and 2007 and voter turnout in 2007**

Number regional councillors in 2007 compared with 2001	n	Voter turnout 2007
Reduced	2	40.0%
No change	4	45.8%
Increased	6	49.8%

total	12	46.8%
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61. The change in the number of electors to regional councillors between 1992 and 2007 also appeared to be related to voter turnout in the 2007 elections, with those councils with a reduction in the number of electors to regional councillors experiencing a higher voter turnout in 2007 (Table 12).

**Table 12 Change in the number of electors to regional councillors between 1992 and 2007 and voter turnout in 2007**

Number electors to regional councillors in 2007 compared with 2001	n	Voter turnout 2007
Reduced	4	52.8%
Increased	8	43.9%
total	12	46.8%

### ***Community boards 1992 to 2007***

62. The overall number of community board members decreased by 166 positions (or 19%) between local authority elections 15 years apart in 1992 and 2007 (Table 13).<sup>5</sup> Throughout this period the overall number of community board member positions steadily declined from election to election, with the largest reductions occurring between the 1995 and 1998 elections (68 positions) and between the 2001 and 2004 elections (70 positions).

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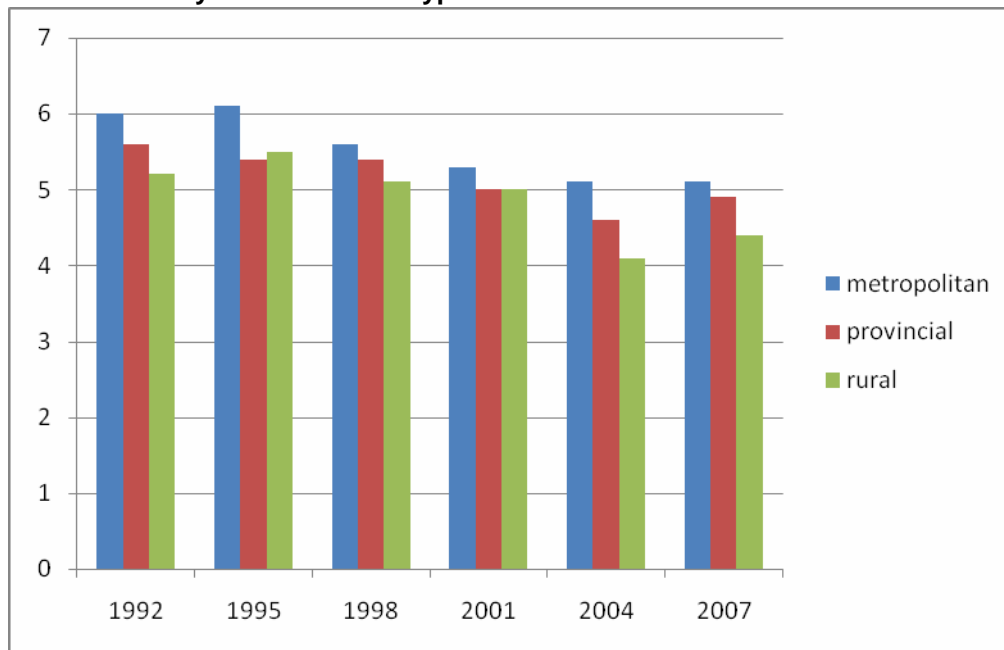
<sup>5</sup> See Appendix 3 for numbers of community board positions for individual city or district councils over the 15 year span.

**Table 13 Community board positions according to election year and council characteristics – totals, averages, & percentage change**

		1992	1995	1998	2001	2004	2007	Change 2007-1992 n %
<b>council type</b>								
metropolitan	total members	271	273	250	248	242	250	-26
	av members/board	6.0	6.1	5.6	5.3	5.1	5.1	-10%
	number councils	9	9	9	9	9	9	
provincial	total members	397	376	373	367	337	326	-65
	av members/board	5.6	5.4	5.4	5.0	4.6	4.9	-16%
	number councils	21	21	21	21	21	22	
rural	total members	198	215	173	176	142	124	-75
	av members/board	5.2	5.5	5.1	5.0	4.1	4.4	-38%
	number councils	18	18	16	16	17	15	
<b>council location</b>								
North Island	total members	592	577	509	501	451	441	-151
	av members/board	5.7	5.7	5.2	5.0	4.5	4.7	-26%
	number councils	30	30	28	28	28	29	
South Island	total members	274	287	287	290	270	259	-15
	Av members/board	5.5	5.6	5.6	5.4	5.0	5.2	-5%
	number councils	18	18	18	18	19	17	
<b>TOTAL</b>	total members	866	864	796	791	721	700	-166
	av members/board	5.6	5.6	5.4	5.1	4.7	4.9	-19%
	number councils	48	48	46	46	47	46	

63. Reflecting the decline in overall number of community board positions over the 15 year span, the average number of community board positions also declined from 5.6 in 1992 to 4.9 in 2007 (Table 13). The range of community board positions changed little. In 1992 the minimum number of community board positions was two and the maximum six. In 2007 the comparable numbers were four and seven respectively.
64. In general, rural community boards had a larger percentage reduction in community board positions (-38%) than provincial community boards (-16%) and metropolitan community boards (-10%) over the 15 year span (Table 13). Rural community boards with their consistently lowest average number of positions over the 15 years had a reduction of 75 positions and metropolitan community boards with their consistently highest average number of positions had a reduction of 26 positions (Figure 4). Provincial community boards had an intermediate reduction of 65 positions.

**Figure 4 Average number of community board positions according to election year and council type**



- 65. From 1992 to 2007 North Island community boards had a larger reduction in positions numerically (151 compared with 15) and a larger percentage reduction in positions (26% compared with 5%) than their South Island counterparts (Table 13).
- 66. The overall number of community boards decreased by 13 boards positions (or 8%) between local authority elections 15 years apart in 1992 and 2007 (Table 14).<sup>6</sup> The average number of community boards also declined from 3.3 in 1992 to 3.1 in 2007 (Table 14).
- 67. Throughout this period the overall number of community board member positions steadily declined from election to election, with the largest reductions occurring between the 1995 and 1998 elections (seven boards).
- 68. In general, rural community boards had a larger percentage reduction in boards (-28%) than provincial community boards (-6%), while metropolitan community boards increased slightly (7%) over the 15 year span (Table 14).

<sup>6</sup> See Appendix 4 for numbers of community boards for individual city or district councils over the 15 year span.

**Table 14 Community boards according to election year and council characteristics – totals, averages & percentage change**

		1992	1995	1998	2001	2004	2007	Change 2007-1992 n %
<b>council type</b>								
metropolitan	Total boards	46	46	45	45	47	49	+3
	Average boards	5.1	5.1	5.0	5.0	5.2	5.4	7%
	number councils	9	9	9	9	9	9	
provincial	total boards	67	65	65	64	62	63	-4
	Average boards	3.2	3.1	3.1	3.0	3.0	2.9	-6%
	number councils	21	21	21	21	21	22	
rural	total boards	43	44	38	37	35	31	-12
	Average boards	2.4	2.4	2.4	2.3	2.1	2.1	-28%
	number councils	18	18	16	16	17	15	
<b>council location</b>								
North Island	total boards	105	103	96	94	91	92	-13
	Average boards	3.5	3.4	3.4	3.4	3.3	3.2	-12%
	number councils	30	30	28	28	28	29	
South Island	total boards	51	52	52	52	53	51	0
	Average boards	2.8	2.9	2.9	2.9	2.8	3.0	0%
	number councils	18	18	18	18	19	17	
<b>TOTAL</b>	total boards	156	155	148	146	144	143	-13
	Average boards	3.3	3.2	3.2	3.2	3.1	3.1	-8%
	number councils	48	48	46	46	47	46	

## Representation review processes for the 2004 & 2007 elections

### *Introduction*

69. Local authorities must undertake representation reviews at least once every six years and, in the first instance, prior to the 2007 local government elections.
70. The broad aim of the Part 2 analysis was to answer the following questions:
- How many councils undertook representation reviews for the 2004 and 2007 local elections?
  - What were the trends in representation arrangements at different stages in the process?
  - How many of these councils had appeals against them?
  - What (if any) were the reasons given for the appeals?
  - Are there any trends in changes in representation arrangements over time that can be related to council type (Territorial Authority/Regional Council and Metro/Provincial/Rural), council location or population growth?

### ***Representation reviews for the 2004 local elections***

71. Twenty-eight local authorities undertook representation reviews for the 2004 local elections. The final proposals of 23 (or 82%) were subject to appeals and objections, with the Local Government Commission (LGC) becoming involved and determining the representation arrangements for these 23 local authorities. Of the 23 reviews the LGC dealt with, 22 were from territorial authorities and one was from a regional council.
72. The LGC's determination of the representation arrangements of the Christchurch City Council for the 2004 local elections was the subject of judicial review by the High Court. The judgement by Justice Hansen upheld the LGC's determination.

### ***Representation reviews for the 2007 local elections***

73. Sixty-four local authorities undertook representation reviews for the 2007 local elections. Seven of the 64 local authorities had also carried out reviews prior to the 2004 local elections.
74. The final proposals of 36 (or (56%) were subject to appeals and objections, with the LGC determining the representation arrangements for these 36 local authorities.
75. Of the 36 reviews the LGC dealt with, 26 were from territorial authorities and 10 were from regional councils.
76. The sole appeal against the Hamilton City Council's review was withdrawn prior to the hearing arranged by the LGC.

### ***Representation reviews of 70 territorial authorities***

77. Data on numbers of council positions, wards, community board positions and community boards at three stages in the representation review process – the initial proposal stage, the final proposal stage, and the LGC determination (where this occurred) – was largely extracted from LGC Annual Reports, LGC Determinations and LGC hard files, and entered into Excel spreadsheets, along with data relating to council characteristics (council type, council location, council population growth in 2006, and timing of the council representation review).
78. This data comprised representation review arrangements for 70 of 73 territorial authorities (ie city and district councils) as in Table 15.



**Table 15 Representation reviews for 2004 and 2007 local elections by stage at which representation arrangements were finalised (N=70)**

Representation review for	Representation arrangements settled at final proposal stage	Representation arrangements determined by the LGC	Both representation review types
2004 local election	3 (14%)	18 (86%)	21 (100%)
2007 local election	23 (47%)	26 (53%)	49 (100%)
<b>Both local elections</b>	<b>26 (37%)</b>	<b>44 (63%)</b>	<b>70 (100%)</b>

79. Data relating to representation reviews undertaken for the 2007 local election of three district councils – Kaipara, Central Hawkes Bay and Carterton - whose representation arrangements were settled at the final proposal stage were not included due to the contractor’s inability to locate initial proposal information for these councils.
80. Where a territorial authority undertook reviews for both the 2004 and 2007 local elections, data for the most recent review was used. Twenty six (or 53%) territorial authorities that undertook representation reviews for the 2007 local election were appealed to the LGC, compared with 18 (or 86%) for the 2004 local election. Nine of the 70 territorial authorities conducted their local 2004 elections using the STV electoral system, and seven conducted their 2007 local elections using the STV electoral system.

### ***Initial and final proposals compared***

#### **Councillor positions**

81. Of the 70 territorial authorities examined, the total number of councillors increased slightly by six positions (or 1%) from 779 positions at the initial proposal stage to 785 positions at the final proposal stage (Table 16).<sup>7</sup> Reflecting the very small numerical and percentage increase in council positions, the average number of councillors per territorial authority also rose slightly to 11.2 positions, and the maximum increased to 23 positions in Manukau City. Manukau City is also an example of a North Island metropolitan council opting for an increase in councillor positions from 19 at the initial proposal stage to 23 at the final proposal stage.

<sup>7</sup> The councillor positions counted exclude mayoral positions. Under Section 19A of the Local Electoral Act 2001 the governing body of a territorial authority must have between 6 and 30 members, including the mayor.

**Table 16 Councillor positions (sum, average and range) at the initial and final proposal stages and differences, according to council characteristics (N=70)**

		Initial proposal	Final proposal	Difference
<b>council type</b>				
Metropolitan (n=15)	sum	204	208	+4 (2%)
	average	13.6	13.9	+0.3
	range	8-19	8-23	
Provincial (n=31)	sum	355	357	+2 (1%)
	average	11.5	11.5	0.0
	range	8-15	8-14	
Rural (n=24)	sum	220	220	0 (0%)
	average	9.2	9.2	0.0
	range	5-14	6-14	
<b>council location</b>				
North Island (n=46)	sum	518	527	+9 (2%)
	average	11.3	11.5	+0.2
	range	5-19	6-23	
South Island (n=24)	sum	261	258	-3 (-1%)
	average	10.9	10.8	-0.1
	range	7-16	7-16	
<b>population growth 2006</b>				
positive pop growth (n=54)	sum	629	634	+5 (1%)
	average	11.6	11.7	+0.1
	range	7-19	7-23	
Nil or negative pop growth (n=16)	sum	150	151	+1 (1%)
	average	9.4	9.4	0.0
	range	5-14	6-14	
<b>TOTAL (N=70)</b>	sum	779	785	+6 (1%)
	average	11.1	11.2	+0.1
	range	5-19	5-23	

## Wards

82. Total wards also increased by six (or 2%) from 256 wards at the initial proposal stage to 262 wards at the final proposal stage (Table 15). At 3.7, the average number of wards remained much the same and the maximum number of wards per council unchanged between the initial and final proposal stages. The slight increase in ward numbers occurred in provincial North Island district councils of Rotorua (from one to four wards) and Masterton (from one to three wards).
83. Councils experiencing positive and nil /negative population growth both opted for a small increase of three wards between the initial and final proposal stages (Table 17).

**Table 17 Wards at the initial and final proposal stages and differences, according to council characteristics (N=70)**

		Initial proposal	Final proposal	Difference
<b>council type</b>				
Metropolitan (n=15)	sum	70	70	0 (0%)
	average	4.7	4.7	0.0
	range	1-8	1-8	
Provincial (n=31)	sum	111	117	+6 (5%)
	average	3.6	3.8	+0.2
	range	1-12	1-12	
Rural (n=24)	sum	75	75	0 (0%)
	average	3.1	3.1	0.0
	range	1-8	1-8	
<b>council location</b>				
North Island (n=46)	sum	160	166	+6 (4%)
	average	3.5	3.6	+0.1
	range	1-10	1-10	
South Island (n=24)	sum	96	96	0 (0%)
	average	4.0	4.0	0.0
	range	7-12	7-12	
<b>pop growth in 2006</b>				
Positive (n=54)	sum	203	206	+3 (1%)
	average	3.8	3.8	0.0
	range	1-10	1-10	
Nil/negative (n=16)	sum	53	56	+3 (6%)
	average	3.3	3.5	+0.2
	range	1-12	1-12	
<b>TOTAL (N=70)</b>	sum	256	262	+6 (2%)
	average	3.7	3.7	0.0
	range	1-12	1-12	

### Community board positions

84. The total number of community board positions increased by 43 positions (or 11%) from 569 at the initial proposal stage to 630 at the final proposal stage (Table 18). Reflecting the increase in community board positions, the average number of community board members per territorial authority also rose to 9.0 positions at the final proposal stage. The maximum number of community board positions for any one council remained unchanged at 72 positions in the Southland District.
85. Rural district councils (such as Tararua and Buller) were the most likely to opt for an increase in the number and percentage of community board positions between the initial and final proposal stages (29 positions or a 33% increase). Metropolitan councils (21 positions or a 10% increase) and provincial councils (11 positions or a 4% increase) also experienced smaller numerical and percentage increases in community board positions between these stages (Table 18).

**Table 18 Community board positions at the initial and final proposal stages according to council characteristics (N=70)**

		Initial proposal	Final proposal	Difference
<b>council type</b>				

Metropolitan (n=15)	sum	203	224	+21 (10%)
	average	13.5	14.9	+1.4
	range	0-52	0-52	
Provincial (n=31)	sum	279	290	+11 (4%)
	average	9.0	9.4	+0.4
	range	0-72	0-72	
Rural (n=24)	sum	87	116	+29 (33%)
	average	3.6	4.8	+1.2
	range	0-17	0-17	
<b>council location</b>				
North Island (n=46)	sum	362	394	+32 (9%)
	average	7.9	8.6	+0.7
	range	0-52	0-52	
South Island (n=24)	sum	207	236	+29 (14%)
	average	8.6	9.8	+1.2
	range	0-72	0-72	
<b>pop growth in 2006</b>				
Positive (n=54)	sum	443	486	+43 (10%)
	average	8.2	9.0	+0.8
	range	0-52	0-52	
Nil/negative (n=16)	sum	126	144	+18 (14%)
	average	7.9	9.0	+1.1
	range	0-72	0-72	
<b>TOTAL (N=70)</b>	<b>sum</b>	<b>569</b>	<b>630</b>	<b>+61 (11%)</b>
	<b>average</b>	<b>8.1</b>	<b>9.0</b>	<b>+0.9</b>
	<b>range</b>	<b>0-72</b>	<b>0-72</b>	

86. Both South and North Island councils opted for a numerical increase in community board positions, with South Island councils experiencing a larger percentage increase between the initial and final proposal stages (14% for South Island councils, 9% for North Island councils, Table 18).
87. A numerical increase in community board positions occurred irrespective of population growth or decline, with councils with nil or negative growth having the larger percentage increase in positions between the initial and final proposal stages (14% for councils with nil/negative growth compared with 10% for councils with positive growth, Table 18).

### Community boards

88. The total number of community boards increased along with the number of community board positions between the initial and final proposal stages (Table 19). Overall, the number of community boards increased by 16 or 14%. In percentage terms, rural district councils opted for the largest increases in community boards between the two stages. Again, Buller (from none to three) and Tararua (from none to two) district councils illustrate this point.

**Table 19 Community boards at the initial and final proposal stages according to council characteristics (N=70)**

		Initial proposal	Final proposal	Difference
<b>council type</b>				
Metropolitan (n=15)	sum	41	45	+4 (3%)
	average	2.7	3.0	+0.3

	range	0-10	0-10	
Provincial (n=31)	sum	54	60	+6 (11%)
	average	1.7	1.9	0.2
	range	0-12	0-12	
Rural (n=24)	sum	20	26	+6 (30%)
	average	0.8	1.1	+0.3
	range	0-5	0-5	
<b>council location</b>				
North Island (n=46)	sum	74	84	+10 (14%)
	average	1.6	1.8	+0.2
	range	0-10	0-10	
South Island (n=24)	sum	41	47	+6 (15%)
	average	1.7	2.0	+0.3
	range	0-12	0-12	
<b>pop growth in 2006</b>				
Positive (n=54)	sum	92	102	+10 (11%)
	average	1.7	1.9	+0.2
	range	0-10	0-10	
Nil/negative (n=16)	sum	23	29	+6 (26%)
	average	1.4	1.8	+0.4
	range	0-12	0-12	
<b>TOTAL (N=70)</b>	<b>sum</b>	<b>115</b>	<b>131</b>	<b>+16 (14%)</b>
	<b>average</b>	<b>1.6</b>	<b>1.9</b>	<b>+0.3</b>
	<b>range</b>	<b>0-12</b>	<b>0-12</b>	

89. Similar percentage increases in community boards occurred for North and South Island councils between initial and final proposal stages (14% North Island, 15% South Island Table 17).
90. Councils experiencing nil or negative population growth had a larger percentage increase in community boards between the two stages (26% for those with nil/negative growth compared with 11% for those with positive growth, Table 19).

### ***Initial and final proposals compared according to whether appealed***

91. This section compares trends in representation arrangements between the initial and final proposal stages for those city and district councils whose representation arrangements were settled at the final proposal stage (the 'Non-appealed' group) with those councils whose representation arrangements were ultimately determined by the LGC (the 'Appealed' group).

#### **Councillor positions**

92. The total number of councillors in the Non-appealed group slightly reduced by five positions (or by -2%) between the initial and final stages whereas the total number of councillors in the Appealed group increased by 11 positions (or by 2%) between these stages (Table 20, totals).
93. The finding of the Non-appealed group slightly reducing councillor positions or their number remaining unchanged and the Appealed group slightly increasing councillor positions between the initial and final proposal stages was consistent across council types (metropolitan, provincial and rural), council locations (North Island, South Island), population growth direction (positive, nil/negative) and timing of the review (2004, 2007) (Table 20).

94. Within the Appealed group, provincial councils, North Island councils, councils experiencing positive growth and councils that conducted reviews prior to the 2004 local election had a slightly larger increase in the number of councillor positions between the initial and final proposal stages (Table 20).

**Table 20 Councillor positions at the initial & final proposal stages by representation review appeal status & council characteristics**

		Non-appealed			Appealed to LGC		
		Initial	Final	Difference	Initial	Final	Difference
<b>council type</b>							
metropolitan	n	2	2		12	12	
	sum	21	21	<b>0 (0%)</b>	174	178	<b>+4 (2%)</b>
	average	10.5	10.5	0.0	14.5	14.8	+0.3
	range	10-11	10-11		12-19	12-23	
provincial	n	13	13		19	19	
	sum	147	147	<b>0 (0%)</b>	211	218	<b>+7 (3%)</b>
	average	11.3	11.3	0.0	11.1	11.5	+0.4
	range	8-14	8-14		8-14	8-14	
rural	n	11	11		13	13	
	sum	113	108	<b>-5 (-4%)</b>	113	113	<b>0 (0%)</b>
	average	10.3	9.8	-0.5	8.7	8.7	0.0
	range	7-15	7-14		5-13	5-13	
<b>council location</b>							
North Island	n	15	15		31	31	
	sum	158	158	<b>0 (0%)</b>	360	369	<b>+9 (3%)</b>
	average	10.5	10.5	0.0	11.6	11.9	+0.3
	range	7-14	7-14		5-19	6-23	
South Island	n	11	11		13	13	
	sum	123	118	<b>-5 (-4%)</b>	138	140	<b>+2 (1%)</b>
	average	11.2	10.7	-0.5	10.6	10.8	+0.2
	range	7-15	7-14		8-16	8-16	
<b>pop growth 2006</b>							
Positive growth	n	19	19		35	35	
	sum	211	206	<b>-5 (-2%)</b>	418	428	<b>+10 (2%)</b>
	average	11.1	10.8	-0.3	11.9	12.2	+0.3
	range	7-15	7-14		8-19	8-23	
nil/negative growth	n	7	7		9	9	
	sum	70	70	<b>0 (0%)</b>	80	81	<b>+1 (1%)</b>
	average	10.0	10.0	0.0	8.9	9.0	+0.1
	range	7-14	7-14		5-12	6-12	
<b>Review 2004/2007</b>							
For 2004 election	n	3	3		18	18	
	sum	33	33	<b>0 (0%)</b>	197	205	<b>+8 (4%)</b>
	average	11.0	11.0	0.0	10.9	11.4	
	range	8-13	8-13		5-19	6-23	
For 2007 election	n	23	23		26	26	
	sum	248	243	<b>-5 (-2%)</b>	301	304	<b>+3 (1%)</b>
	Average	10.8	10.6	-0.2	11.6	11.7	+0.1
	range	7-15	7-14		8-19	8-19	
<b>TOTALS</b>	N	26	26		44	44	
	sum	281	276	<b>-5 (-2%)</b>	498	509	<b>+11 (2%)</b>
	average	10.8	10.6	<b>-0.2</b>	11.3	11.6	<b>+0.3</b>
	range	7-15	7-14		5-19	6-23	

Note: Numbers of councillor positions do not include mayoral positions.

## **Wards**

95. The total number of wards in the Non-appealed group increased by one (or by 1%) between the initial and final stages whereas the total number of wards in the Appealed group increased by five (or by 3%) (Table 21, see totals).
96. Within the Appealed group, provincial councils, North Island councils, and councils that conducted reviews prior to the 2007 local election had a slightly larger increase in the number of wards between the initial and final proposal stages (Table 21).



**Table 21 Wards at the initial and final proposal stages by representation review appeal status and council characteristics**

Council type		Non-appealed			Appealed to LGC		
		Initial	Final	Difference	Initial	Final	Difference
metropolitan	n	2	2		12	12	
	sum	6	6	<b>0 (0%)</b>	63	63	<b>0 (0%)</b>
	average	3.0	3.0	0.0	5.3	5.3	0.0
	range	3-3	3-3		3-8	3-8	
provincial	n	13	13		19	19	
	sum	54	54	<b>0 (0%)</b>	55	60	<b>+5 (11%)</b>
	average	4.2	4.2	0.0	2.9	3.2	+0.3
	range	1-12	1-12		1-6	1-7	
rural	n	11	11		13	13	
	sum	38	39	<b>+1 (3%)</b>	40	40	<b>0 (0%)</b>
	average	3.5	3.5	0.0	3.1	3.1	0.0
	range	1-7	1-7		1-6	1-6	
<b>council location</b>							
North Island	n	15	15		31	31	
	sum	57	57	<b>0 (0%)</b>	103	109	<b>+6 (6%)</b>
	average	3.8	3.8	0.0	3.3	3.5	+0.2
	range	1-10	1-10		1-8	1-7	
South Island	n	11	11		13	13	
	sum	41	42	<b>+1 (2%)</b>	55	54	<b>-1 (-2%)</b>
	average	3.7	3.8	+0.1	4.2	4.2	0.0
	range	1-12	1-12		1-8	1-8	
<b>pop growth in 2006</b>							
positive	n	19	19		35	35	
	sum	63	64	<b>+1 (2%)</b>	140	142	<b>+2 (+1%)</b>
	average	3.3	3.4	+0.1	4.0	4.1	+0.1
	range	1-10	1-10		1-8	1-8	
Nil/negative	n	7	7		9	9	
	sum	35	35	<b>0 (0%)</b>	18	21	<b>+3 (+17%)</b>
	average	5.5	5.0	0.0	2.0	2.3	+0.3
	range	1-12	1-12		1-4	1-4	
<b>Review 2004 /2007</b>							
Review for 2004	N	3	3		18	18	
	sum	6	6	<b>0 (0%)</b>	66	64	<b>-2 (-3%)</b>
	Average	2.0	2.0	0.0	3.7	3.6	-0.1
	range	2-6	2-6		1-8	1-8	
Review for 2007	n	23	23		26	26	
	sum	92	93	<b>+1 (1%)</b>	92	99	<b>+7 (+8%)</b>
	average	4.0	4.0	0.0	3.5	3.8	+0.3
	range	1-12	1-12		1-7	1-7	
<b>TOTALS</b>	N	26	26		44	44	
	sum	98	99	+1 (1%)	158	163	+5 (+3%)
	average	3.8	3.8	0.0	3.6	3.7	+0.1
	range	1-12	1-12		1-8	1-8	

### **Community board positions and community boards**

97. The total number of community board positions in the Non-appealed group increased slightly by four positions (or by 2%) between the initial and final stages whereas the total number of community board members in the Appealed group increased by 57 positions (or by 15%) (Table 22).
98. The finding of the Appealed group having larger increases in community board positions than the Non-Appealed group between the initial and final proposal stages was consistent across council types (metropolitan, provincial and rural), council locations (North Island, South Island) population growth direction (positive, nil/negative) and timing of representation review (for the 2004 election or the 2007 election) (Table 22).
99. Within the Appealed group, rural and metropolitan councils, councils experiencing positive population growth and those councils that conducted reviews prior to the 2007 local election had a slightly larger increase in the number of community board positions between the initial and final proposal stages (Table 22).

**Table 22 Community board positions at the initial and final proposal stages by representation review appeal status & council characteristics**

Council type		Non-appealed			Appealed to LGC		
		Initial	Final	Difference	Initial	Final	Difference
metropolitan	n	2	2		12	12	
	sum	12	12	<b>0 (0%)</b>	203	224	<b>+21(10%)</b>
	average	6.0	6.0	0.0	16.9	18.7	+1.8
	range	0-12	0-12		0-52	0-52	
provincial	n	13	13		19	19	
	sum	137	137	<b>0 (0%)</b>	135	142	<b>+7(5%)</b>
	average	10.5	10.5	0.0	7.1	7.5	0.4
	range	0-72	0-72		0-30	0-30	
rural	n	11	11		13	13	
	sum	40	44	<b>+4 (10%)</b>	42	71	<b>+29 (69%)</b>
	average	3.6	4.0	+0.4	3.2	5.5	+2.3
	range	0-15	0-15		0-17	0-17	
<b>council location</b>							
North Island	n	15	15		31	31	
	sum	75	75	<b>0 (0%)</b>	287	319	<b>+32 (11%)</b>
	average	5.0	5.0	0.0	9.3	10.3	1.0
	range	0-24	0-24		0-52	0-52	
South Island	n	11	11		13	13	
	sum	114	118	<b>+4 (4%)</b>	93	118	<b>+25 (27%)</b>
	average	10.4	10.7	+0.3	7.2	9.1	+1.9
	range	0-72	0-72		0-32	0-32	
<b>Pop growth</b>							
positive	n	19	19		35	35	
	sum	82	86	<b>+4 (5%)</b>	361	400	<b>+39 (11%)</b>
	average	4.3	4.5	+0.2	10.3	11.4	+1.1
	range	0-24	0-24		0-52	0-52	
Nil/negative	n	7	7		9	9	
	sum	107	107	<b>0 (0%)</b>	19	37	<b>+18 (95%)</b>
	average	15.3	15.3	0.0	2.1	4.1	+2.0
	range	0-72	0-72		0-8	0-12	
<b>Review 2004/2007</b>							
Review for 2004	n	3	3		18	18	
	sum	0	0	<b>0 (0%)</b>	181	198	<b>+17 (9%)</b>
	Average	0	0	0.0	10.1	11.0	
	range	0	0		0-40	0-36	
Review for 2007	n	23	23		26	26	
	sum	189	193	<b>+4 (2%)</b>	199	239	<b>+40 (20%)</b>
	average	8.2	8.4	+0.2	7.7	9.2	+1.5
	range	0-72	0-72		0-52	0-52	
<b>TOTALS</b>	N	26	26		44	44	
	sum	189	193	+4 (2%)	380	437	+57 (15%)
	average	7.3	7.4	+0.1	8.5	9.9	+1.4
	range	0-72	0-72		0-52	0-52	

100. The total number of community boards in the Non-appealed group increased only by one (or by 3%) between the initial and final stages whereas the total number of community boards in the Appealed group increased by 15 (or by 19%) (Table 23). This finding is very similar to that for community board members.
101. The finding of the Appealed group having larger increases in the number of community boards than the Non-Appealed group between the initial and final proposal stages was consistent across council types (metropolitan, provincial and rural), council locations (North Island, South Island) population growth direction (positive, nil/negative) and timing of representation review (for the 2004 election or the 2007 election) (Table 23).
102. Within the Appealed group, rural councils and councils experiencing nil or negative population growth had a slightly larger increase in the number of community boards between the initial and final proposal stages (Table 23).

**Table 23 Community boards at the initial and final proposal stages by representation review appeal status and council characteristics**

Council type		Non-appealed			Appealed to LGC		
		Initial	Final	Difference	Initial	Final	Difference
metropolitan	n	2	2		12	12	
	sum	3	3	<b>0 (0%)</b>	41	45	<b>+4 (10%)</b>
	average	1.5	1.5	0.0	3.4	3.8	+0.4
	range	0-3	0-3		0-10	0-10	
provincial	n	13	13		19	19	
	sum	24	24	<b>0 (0%)</b>	28	33	<b>+5 (18%)</b>
	average	1.8	1.8	0.0	1.5	1.7	+0.2
	range	0-12	0-12		0-5	0-5	
rural	n	11	11		13	13	
	sum	8	9	<b>+1 (13%)</b>	11	17	<b>+6 (55%)</b>
	average	0.7	0.8	+0.1	0.8	1.3	+0.5
	range	0-3	0-3		0-5	0-5	
<b>council location</b>							
North Island	n	15	15		31	31	
	sum	15	15	<b>0 (0%)</b>	59	69	<b>+10 (17%)</b>
	average	1.0	1.0	0.0	1.9	2.2	+0.3
	range	0-4	0-4		0-10	0-10	
South Island	n	11	11		13	13	
	sum	20	21	<b>+1 (5%)</b>	21	26	<b>+5 (24%)</b>
	average	1.8	1.9	+0.1	1.6	2.0	+0.4
	range	0-12	0-12		0-8	0-8	
<b>Pop growth 2006</b>							
Positive	n	19	19		35	35	
	sum	16	17	<b>+1 (6%)</b>	76	85	<b>+9 (12%)</b>
	average	0.8	0.9	+0.1	2.2	2.4	+0.2
	range	0-4	0-4		0-10	0-10	
Nil/negative	n	<b>7</b>	<b>7</b>		<b>9</b>	<b>9</b>	
	sum	19	19	<b>0 (0%)</b>	4	10	<b>+6 (150%)</b>
	average	2.7	2.7	0.0	0.4	1.1	+0.7
	range	0-12	0-12		0-2	0-4	
<b>Review 2004/2007</b>							
Review for 2004	n	3	3		18	18	
	sum	0	0	<b>0 (0%)</b>	36	42	<b>+6 (17%)</b>
	average	0	0	0	2.0	2.3	+0.3
	range	0	0		0-8	0-8	
Review for 2007	N	23	23		26	26	
	sum	35	36	<b>+1 (3%)</b>	44	53	<b>+9 (20%)</b>
	average	1.5	1.6	+0.1	1.7	2.0	+0.3
	range	0-12	0-12		0-10	0-10	
<b>TOTALS</b>	N	26	26		44	44	
	sum	35	36	+1 (3%)	80	95	+15 (19%)
	average	1.3	1.4	+0.1	1.8	2.2	+0.4
	range	0-12	0-12		0-10	0-10	

## ***Final proposal stage and the LGC determination compared***

103. This section relates to the 44 territorial authorities whose representation arrangements were ultimately determined by the LGC. While for completeness the accompanying tables show the numbers at all three stages – initial proposal, final proposal and LGC determination, the text focuses on changes in representation arrangements between the final proposal stage and the LGC determination.

### **Councillor positions**

104. Of these 44 city and district councils, the total number of councillors decreased by 17 positions (or 3%) from 509 positions at the final proposal stage to 492 positions at the LGC determination (Table 24). Reflecting the numerical and percentage decrease in council positions, the average number of councillors per territorial authority also declined to 11.2 positions, and the maximum declined to 19 positions (Auckland City).
105. Metropolitan councils (primarily, Manukau City, Franklin and Christchurch) experienced a decrease of 16 (or -9%) council positions between the final proposal stage and the LGC determination, whereas rural councils experienced a slight decrease of five (or -4%) and provincial councils experienced a slight increase of four (or 2%) council positions between the two stages (Table 24).
106. Both North and South Island councils experienced a decrease in council positions between the final proposal stage and the LGC determination (Table 24).
107. Councils with positive population growth experienced a decrease in 18 (or -4%) council positions between the two stages (Table 24).
108. Councils that conducted their representation reviews prior to the 2004 local election experienced a decrease of 25 (or -12%) council positions between the final proposal stage and the LGC determination, whereas councils that conducted their representation reviews prior to the 2007 election experienced an increase of eight (or 3%) council positions (Table 24).

**Table 24 Councillor positions at the initial and final proposal stages and as determined by the LGC according to council characteristics**

		Initial proposal	Final proposal	LGC determination	Difference (LGC determination – final proposal)
<b>council type</b>					
Metropolitan (n=12)	sum	174	178	162	-16 (-9%)
	average	14.5	14.8	13.5	-1.3
	range	12-19	12-23	10-19	
Provincial (n=19)	sum	211	218	222	+4 (+2%)
	average	11.1	11.5	11.7	+0.2
	range	8-14	8-14	8-15	
Rural (n=13)	sum	113	113	108	-5 (-4%)
	average	8.7	8.7	8.3	-0.4
	range	5-13	6-13	6-11	
<b>council location</b>					
North Island (n=31)	sum	360	369	359	-10 (-3%)
	average	11.6	11.9	11.6	-0.3
	range	5-19	6-23	6-19	
South Island (n=13)	sum	138	140	133	-7 (-5%)
	average	10.6	10.8	10.2	-0.6
	range	8-16	8-16	6-14	
<b>pop growth in 2006</b>					
Positive (n=35)	sum	418	428	410	-18 (-4%)
	average	11.9	12.2	11.7	-0.5
	range	8-19	8-23	6-19	
Nil/negative (n=9)	sum	80	81	82	+1 (1%)
	average	8.9	9.0	9.1	+0.1
	range	5-12	6-12	6-12	
<b>Review 2004/2007</b>					
2004 (n=18)	sum	197	205	180	-25 (-12%)
	average	10.9	11.4	10.0	-1.4
	range	5-19	6-23	6-17	
2007 (n=26)	sum	301	304	312	+8 (3%)
	average	11.6	11.7	12.0	+0.3
	range	8-19	8-19	8-19	
<b>TOTAL (N=44)</b>	sum	498	509	492	-17 (-3%)
	average	11.3	11.6	11.2	-0.4
	range	5-19	6-23	6-19	

Note: Numbers of councillor positions do not include mayoral positions.

## Wards

109. Total wards increased by 16 (or 10%), from 163 wards at the final proposal stage to 179 wards at the LGC determination (Table 25). At 4.1 at the LGC determination, the average number of wards also increased although the maximum number of wards per council reduced by one to seven wards between the final proposal stage and the LGC determination.
110. The basis of the election of the Napier, Palmerston North, Kapiti Coast and Gore councils changed from an 'at large' system at the final proposal stage to five wards each as a result of

the LGC determination. These changes largely accounted for the increases in the number of wards for provincial councils and North Island councils collectively, and for the increases in the number of wards for councils that conducted reviews in 2007 (Napier, Palmerston North and Gore) (Table 25).

**Table 25 Wards at the initial and final proposal stages and as determined by the LGC according to council characteristics**

		Initial proposal	Final proposal	LGC determination	Difference (LGC determination – final proposal)
<b>council type</b>					
Metropolitan (n=12)	sum	63	63	59	+4 (6%)
	average	5.3	5.3	4.9	+0.4
	range	3-8	3-8	3-7	
Provincial (n=19)	sum	55	60	76	+16 (27%)
	average	2.9	3.2	4.0	+0.8
	range	1-6	1-7	1-6	
Rural (n=13)	sum	40	40	44	+4 (10%)
	average	3.1	3.1	3.4	
	range	1-6	1-6	1-5	
<b>council location</b>					
North Island (n=31)	sum	103	109	125	+16 (15%)
	average	3.3	3.5	4.0	+0.5
	range	1-8	1-7	1-7	
South Island (n= 13)	sum	55	54	54	0 (0%)
	average	4.2	4.2	4.2	0.0
	range	1-8	1-8	1-6	
<b>Pop growth in 2006</b>					
Positive (n=35)	sum	140	142	152	+10 (7%)
	average	4.0	4.1	4.3	+0.2
	range	1-8	1-8	1-7	
Nil/negative (n=9)	sum	18	21	27	+6 (29%)
	average	2.0	2.3	3.0	+0.7
	range	1-4	1-4	1-5	
<b>Review 2004/2007</b>					
Review 2004 (n=18)	sum	66	64	66	+2 (3%)
	average	3.7	3.6	3.7	+0.1
	range	1-8	1-8	1-7	
Review 2007 (n=26)	sum	92	99	113	+14 (14%)
	average	3.5	3.8	4.4	+0.6
	range	1-7	1-7	1-7	
<b>TOTAL (N=44)</b>	sum	158	163	179	+16 (10%)
	average	3.6	3.7	4.1	0.4
	range	1-8	1-8	1-7	

111. Councils that conducted their representation reviews prior to the 2004 local election experienced an increase of two (or 3%) wards between the final proposal stage and the LGC determination, whereas councils that conducted their representation reviews prior to the 2007 election experienced an increase of 14 (or 14%) wards (Table 25).



### **Community board positions and community boards**

112. The total number of community board positions increased by 56 positions (or 13%) from 437 at the final proposal stage to 493 at the LGC determination (Table 26). Reflecting the increase in community board positions, the average number of community board members per territorial authority also rose to 11.2 positions at the LGC determination. The maximum number of community board positions for any one council remained unchanged at 52 positions in Auckland City.
113. Provincial councils (such as the Far North and South Taranaki) experienced the greatest increase in community board positions between the final proposal stage and the LGC determination (36 positions or a 25% increase). Metropolitan councils (16 positions or a 7% increase) and rural councils (4 positions or a 6% increase) also experienced increases but of a smaller magnitude (Table 26).
114. Both South and North Island councils experienced increases in community board positions, with South Island councils experiencing a larger percentage increase between the final proposal stage and the LGC determination (16% for South Island councils, 12% for North Island councils, Table 26).

**Table 26 Community board positions at the initial and final proposal stages and as determined by the LGC according to council characteristics**

		Initial proposal	Final proposal	LGC determination	Difference (LGC determination – final proposal)
<b>council type</b>					
Metropolitan (n=12)	sum	203	224	240	+16 (7%)
	average	16.9	18.7	20.0	+1.3
	range	0-52	0-52	0-52	
Provincial (n=19)	sum	135	142	178	+36 (25%)
	average	7.1	7.5	9.4	+1.9
	range	0-30	0-30	0-30	
Rural (n=13)	sum	42	71	75	+4 (6%)
	average	3.2	5.5	5.8	+0.3
	range	0-17	0-17	0-17	
<b>council location</b>					
North Island (n=31)	sum	287	319	356	+37 (12%)
	average	9.3	10.3	11.5	+1.2
	range	0-52	0-52	0-52	
South Island (n=13)	sum	93	118	137	+19 (16%)
	average	7.2	9.1	10.5	+1.4
	range	0-32	0-32	0-36	
<b>population growth</b>					
Positive (n=35)	sum	361	400	443	+43 (11%)
	average	10.3	11.4	12.7	+1.3
	range	0-52	0-52	0-52	
Nil/negative (n=9)	sum	19	37	50	+13 (35%)
	average	2.1	4.1	5.6	+1.5
	range	0-8	0-12	0-16	
<b>Review 2004/2007</b>					
2004 (n=18)	sum	181	198	251	+53 (27%)
	average	10.1	11.0	13.9	+2.9
	range	0-40	0-40	0-41	
2007 (n=26)	sum	199	239	242	+3 (1%)
	average	7.7	9.2	9.3	+0.1
	range	0-52	0-52	0-52	
<b>TOTAL (N=44)</b>	sum	380	437	493	+56 (13%)
	average	8.6	9.9	11.2	+1.3
	range	0-52	0-52	0-52	

115. A numerical increase in community board positions occurred irrespective of population growth or decline, with councils with nil or negative growth having the larger percentage increase in positions between the final proposal stage and the LGC determination (35% for councils with nil/negative growth compared with 11% for councils with positive growth, Table 26).
116. Councils that undertook representation reviews prior to the 2004 local election experienced a greater increase in community board positions than councils that undertook reviews prior to the 2007 election (27% and 1% increases respectively).

117. The total number of community boards increased along with the number of community board positions between the final proposal stage and the LGC determination (Table 27). Overall, the number of community boards increased by nine or 9%. In percentage terms, provincial councils collectively experienced the largest increases in community boards between the two stages. The Far North illustrates this point, increasing its number of community boards from none to three between these stages.

**Table 27 Community boards at the initial and final proposal stages and as determined by the LGC according to council characteristics (N=44)**

		Initial proposal	Final proposal	LGC determination	Difference (LGC determination – final proposa)
<b>Council type</b>					
Metropolitan (n=12)	sum	41	45	46	+1 (2%)
	average	3.4	3.8	3.8	0.0
	range	0-10	0-10	0-10	
Provincial (n=19)	sum	28	33	40	+7 (21%)
	average	1.5	1.7	2.1	+0.4
	range	0-5	0-5	0-5	
Rural (n=13)	sum	11	17	18	+1 (6%)
	average	0.8	1.3	1.4	+0.1
	range	0-5	0-5	0-4	
<b>council location</b>					
North Island (n=31)	sum	59	69	77	+8 (12%)
	average	1.9	2.2	2.5	+0.3
	range	0-10	0-10	0-10	
South Island (n=13)	sum	21	26	27	+1 (4%)
	average	1.6	2.0	2.1	+0.1
	range	0-8	0-8	0-6	
<b>population growth</b>					
Positive (n=35)	sum	76	85	93	+8 (9%)
	average	2.2	2.4	2.7	+0.3
	range	0-10	0-10	0-10	
Nil/negative (n=9)	sum	4	10	11	+1 (10%)
	average	0.4	1.1	1.2	+0.1
	range	0-2	0-4	0-4	
<b>Review 2004/2007</b>					
Review 2004 (n=18)	sum	36	42	52	+10 (24%)
	average	2.0	2.3	2.9	+0.6
	range	0-8	0-8	0-8	
Review 2007 (n=26)	sum	44	53	52	-1 (2%)
	average	1.7	2.0	2.0	0.0
	range	0-10	0-10	0-10	
<b>TOTAL (N=44)</b>	sum	80	95	104	+9 (9%)
	average	1.8	2.2	2.4	+0.2
	range	0-10	0-10	0-10	

118. North Island councils experienced a greater increase in community boards between the final proposal stage and the LGC determination (eight or 12% North Island, one or 4% South Island, Table 27).

119. Councils with positive population growth experienced an increase in their community boards by eight between the final proposal stage and the LGC determination, whereas those councils with nil/negative growth experienced an increase of one (Table 27).
120. Councils that conducted their reviews prior to the 2004 local election experienced an increase in their community boards by ten between the final proposal stage and the LGC determination, whereas those councils that conducted their reviews prior to the 2007 local election experienced a decline of one community board (Table 27).

### ***Representation arrangements for regional councils at the three stages***

121. Of the 12 regional councils that undertook representation reviews for either the 2004 or 2007 election, the representation arrangements of 10 (83%) of these were determined by the LGC. The representation arrangements for two - Northland and Taranaki Regional Councils – were settled at the final proposal stage.
122. Of the 10 regional councils whose representation arrangements were determined by the LGC, member positions totalled 113 at the initial proposal stage, 113 at the final proposal stage and 116 as determined by the LGC. The change in total member positions between the final proposal stage and LGC determination was due to the Bay of Plenty regional council's member positions increasing from 10 to 13.
123. Of the 10 regional councils whose representation arrangements were determined by the LGC, constituencies totalled 57 at the initial proposal stage, 59 at the final proposal stage and 58 as determined by the LGC. Changes in constituencies occurred for the Waikato (up one at the final proposal stage), Bay of Plenty (up one at the final proposal stage and up a further one as determined by the LGC), and Hawkes Bay (down one at the final proposal stage) regional councils.

### ***Reasons for changes to representation arrangements***

Issues raised in submissions on councils' initial proposals included:

- Wards – an increase in the number, support for or opposition to changes to ward boundaries (eg to take communities of interest into account), renaming of wards, changes to ward boundaries should involve only minimum numbers to comply with the +/-10% rule, changes to number of council positions to wards, support and opposition to at large electoral system, support for mixed system of representation (ie a mix of at large and wards);
- Councillors – reduce in number, changes in number of councillors to number of wards;
- Community boards and community members – establishment of boards, abolition of boards, retention of boards, reduction in number of boards, increase number of positions/board, changes to community board boundaries;
- Legitimacy of the representation review;
- Consultation issues (usually a perceived lack of consultation); and
- Political issues.

Issues raised in the objections and appeals lodged against councils at the final proposal stage reflected issues raised in submissions on councils' initial proposals and included:

- Wards –decrease in number, increase in number, alteration of boundaries, +/-10% rule as inappropriate and the exceptions provision should be used, mixed system of representation (ie a mix of at large and wards), wards vs at large electoral system;
- Councillors– high number, decrease in number, some councillors should be elected at large;
- Community boards (or area committees) – establishment; and
- Inadequate consultation on the Council's proposal or a lack of transparency of process.

## **Representation review processes used by 30 councils**

### ***Introduction***

124. Thirty councils - 15 whose representation reviews were conducted for the 2004 local election and 15 whose representation reviews were conducted for the 2007 local election - were selected for in-depth analysis for Part 3 (see Appendix 5 for details of those selected).
125. The 30 councils were selected on the basis of their representing a range of representation review process experiences, council types (city, district and regional), representation arrangements, and broad national coverage.
126. The number of councils sampled according to their representation review appeal status and timing of their reviews is shown in Table 28. Seven were city councils, 20 district councils and three regional councils. Twenty one were North Island and nine were South Island councils.

**Table 28 Number of councils sampled by representation review appeal status & timing of representation review**

Representation review for	Representation review settled at final proposal stage	Representation review appealed to the LGC	Both representation review types
2004 local election	1	14	15
2007 local election	5	10	15
<b>Both local elections</b>	<b>6</b>	<b>24</b>	<b>30</b>

The broad aim of the Part 3 analysis was to answer the following questions:

- What opportunities did councils provide for public input during the development of the initial proposal; how did council publicise the initial proposal and actively seek public understanding and input?
- What opportunities did councils provide for public input during the submission process and subsequent decision-making?
- What were the issues raised in the submissions?
- How did the council inform the public of the results of their decision (after submissions)?
- If appealed, what were the reasons given for the appeals?
- What process did the LGC use in its determination?
- Did the decision by the LGC tend to support the view of the council or the appellant? Was the decision made by the LGC significantly different to that sought by either the councils or appellant? If so what were the reasons for this?
- What was the reaction of the council/appellant to the LGC decision? Were there any appeals against the LGC decision?
- What process did the council use to determine the electoral process it would use (STV/First Past the Post (FPP)) in 2003? What were the outcomes?

127. Relevant data relating to representation review processes was extracted from LGC Annual Reports, LGC Determinations, LGC hard files, and from some Council websites and entered into Excel spreadsheets for analysis.

Procedural steps and timelines for representation reviews etc set out in LGC guidelines.<sup>8</sup>

### ***Public consultation & input during the development of the initial proposal***

128. In undertaking their representation reviews, local authorities are required to be 'mindful of the requirement to consult contained in section 78 and the principles of consultation set out in

<sup>8</sup> Local Government Commission. Guidelines to assist local authorities in undertaking representation reviews. June 2005 (2<sup>nd</sup> edition) ISBN 0-478-04959-5.

section 82 of the Local Government Act 2002, and apply those principles to the reviews, as appropriate.’

129. Evidence of preliminary consultation was found to have occurred for 14 of the 30 councils sampled. However, this is likely to be an under-estimate.<sup>9</sup>
130. Most commonly, evidence was found of councils conducting public meetings and public feedback workshops at the pre-review stage. Councils in the Far North District, Waitakere City, Gisborne District, Stratford District, and Southland District all undertook preliminary consultation of this type. Two of these Councils – Waitakere and Gisborne – noted low turnouts. In Gisborne where there had been three public pre-review workshops only two residents and one councillor had attended. In Waitakere City where 55 people had attended one of five public meetings or workshops or focus group meetings the mayor expressed disappointment at the level of public interest.
131. At least two councils undertook surveys at the pre-proposal stage. In the case of the New Plymouth District a telephone survey was conducted with a sample of residents of voting age from each of the wards. The response rate is not known.
132. At least two councils undertook a two-stage approach to their preliminary consultation. For example, the Southland District Council set up community workshops whereby members of the public developed two options, and these options were taken to the wider public for feedback via seven public meetings and two meetings with specific organisations.
133. Another example of a council taking a two-stage approach is that of the Hurunui District. Firstly, a survey was mailed to every household within the district and published in the Hurunui News. The latter survey focussed on two themes: ‘My Community’ and ‘Fair and Effective Representation.’ Based on the 265 responses received, a working group developed three representation options. Secondly, consultation was undertaken on the options using another questionnaire. Eighty five responses were received from a mix of individuals and groups.
134. At least two city councils (Wellington City and Porirua City) produced public discussion documents that were distributed to members of the public inviting them to provide comments on standard submission forms at the pre-proposal stage.
135. In some instances it was unclear what form the public consultation took. For example, in the case of the Rangitikei District it was noted on a file document that ‘preliminary, informal consultation’ had occurred.
136. Ten of the councils’ representation arrangements were ultimately determined by the LGC and four were finalised as the final proposal stage. Whether or not a council had undertaken preliminary consultation did not appear to be related to whether or not a council’s representation arrangements were ultimately determined by the LGC. For example, of the two councils that had undertaken a ‘good’ two stage approach to their preliminary consultation, one (Southland) was not appealed and the other (Hurunui) was appealed to the LGC.

### ***Public notification & public input during the submission process***

137. Local authorities are required to give notice of their initial proposals under section 19M of the Local Electoral Act 2001. The LGC encourages Councils to publish full information to the public, including suitable maps in the public notices, or at least reference in the public notices

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<sup>9</sup> Other councils may also have carried out preliminary consultation but evidence of this was not located on the LGC files examined or referred to in the LGC determinations.

to where maps and other details of the proposals are available for viewing (for example, at Council offices or local libraries).

138. Most commonly, Councils published notice of their initial proposals in their local newspapers (including community newspapers) and on Council websites. Some also published notice of their initial proposals in their own council publications, where these existed.
139. Members of the public and organisations made a total of 6,329 submissions on the initial proposals of the 21 territorial authorities whose representation reviews were the subject of appeal to the LGC, with the average number of submissions these territorial authorities received being 301. At 2,500 Selwyn District Council received the highest number of submissions on its initial proposal regarding representation arrangements for the 2004 local election.<sup>10</sup> The four District Councils of Hastings (2), Waitaki (4), Opotiki (13) and Wairoa (14) received the least number of submissions.

### ***Issues raised in submissions on councils' initial proposals***

Issues raised in submissions on city and district councils' initial proposals included:

1. issues of a general kind such as:
  - i. support for or opposition to Council's proposal;
  - ii. that the electoral structure made no provision for any process whereby Maori could contribute to the Council's decision-making;
  - iii. that there had been inadequate consultation; or
  - iv. that representation should reflect land ownership or size of area.
2. overlapping issues regarding the electoral arrangement such as:
  - i. support for or opposition to an 'at large' system on the basis that the district did or did not constitute a single community of interest;
  - ii. support for or opposition to existing ward system; or
  - iii. support for change to a mixed system of election.

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<sup>10</sup> The submissions mainly sought retention of the Malvern Area Community Board or the constitution of new community boards.



3. overlapping issues related to wards such as:
  - i. support for or opposition to an increase or decrease in the number of wards;
  - ii. adoption of alternative wards and boundaries;
  - iii. support for or opposition to retention of particular wards or particular areas within particular wards;
  - iv. support for or opposition to changes to ward names;
  - v. support for and opposition to Maori wards;
  - vi. support for and opposition to amalgamation of wards;
  - vii. support for distinct rural wards;
  - viii. support for areas being constituted as isolated areas for the purposes of modifying the requirement of fair representation under section 19V; or
  - ix. support for or opposition to boundary alterations.
  
4. overlapping issues relating to councillors such as:
  - i. support for or opposition to an increase or decrease in the number of councillors;
  - ii. support for there being no change to the number of councillors; or
  - iii. support for or opposition to an increase or decrease in the number of councillors in a particular ward.
  
5. overlapping issues relating to community boards such as:
  - i. support for or opposition to an increase or decrease in the number of community boards or community board members;
  - ii. proposals for or against community boards across the whole district;
  - iii. a proposal for the disestablishment of all communities and community boards;
  - iv. proposals for and against the formation of a community;
  - v. proposal for alternative community board membership;
  - vi. proposal for the appointment of a councillor to each community board;
  - vii. proposals for renaming communities or subdivisions within communities;
  - viii. proposals for and against alternative subdivisions and their boundaries;
  - ix. boundary alterations; or
  - x. support for a referendum on community boards.

Issues raised in submissions on regional councils' initial proposals included:

- i. Support for or opposition to existing arrangements;
- ii. Support for urban and rural constituencies;
- iii. Support for separate constituencies;
- iv. Proposal for the name of a constituency; or
- v. Support for or opposition to number of councillors (Maori and general).

### ***Initial and final proposals compared***

140. Of the 30 councils sampled, 20 (or 67%) amended their initial proposals as their final proposals for their representation arrangements for the forthcoming election and 10 (or 33%) confirmed their initial proposals as their final proposals (Table 29).
  
141. Of the 27 city and district councils, 17 (or 63%) amended their initial proposals as their final proposals, and 10 (or 37%) confirmed their initial proposals as their final proposals. All three regional councils amended their initial proposals as their final proposals.
  
142. Although the numbers are relatively small, those councils whose final proposals remained unchanged from their initial proposals appeared to be less likely to be appealed against to the LGC (Table 29). The final proposals of four (or 67%) of the six councils whose representation reviews were not the subject of an appeal to the LGC were unchanged from their initial proposals compared with six (or 25%) of the 24 councils whose representation reviews were the subject of an appeal to the LGC.

**Table 29 Number of councils sampled by representation review timings and appeal status, and final proposal status**

Representation review for	Final proposal same as initial proposal	Final proposal amended initial proposal	subtotals
<b>2004 local election</b>			
Rep review not appealed	1	0	1
Rep review appealed to LGC	4	10	14
<b>2007 local election</b>			
Rep review not appealed	3	2	5
Rep review appealed to LGC	2	8	10
<b>Both local elections</b>			
Rep review not appealed	4 (67%)	2 (33%)	6 (100%)
Rep review appealed to LGC	6 (25%)	18 (75%)	24 (100%)
<b>totals</b>	<b>10 (33%)</b>	<b>20 (67%)</b>	<b>30 (100%)</b>

143. No apparent relationship between the number of submissions made on the initial proposal and whether or not the final proposal was amended from the initial proposal. For example, in the Franklin District where the council received 676 submissions in support of and in opposition to its initial proposal, the council confirmed its initial proposal as its final proposal. Another example is that of the Invercargill City where the council received 40 submissions largely in opposition to its initial proposal but confirmed its initial proposal as its final proposal.

### ***Public notification of the final proposal & lodging of appeals***

144. Local authorities are required to give notice of their final proposals under section 19N of the Local Electoral Act 2001. Again, the LGC encourages Councils to publish full information to the public, including suitable maps in the public notices, or at least reference in the public notices to where maps and other details of the proposals are available for viewing.
145. Again, most commonly, Councils publish notice of their final proposals in their local newspapers (including community newspapers) and on Council websites. Some also publish notice of their final proposals in their own council publications.
146. Members of the public and organisations lodged a total of 995 appeals or objections against the final proposals of the 21 territorial authorities whose representation reviews were the subject of appeal to the LGC, with 47 being the average number of appeals or objections lodged. At 402, the Far North District Council recorded the highest number of appeals or objections to its final proposal for the 2004 local election. The four rural District Councils of Waitaki (1), Waitomo (2), Opotiki (3) and Wairoa (3) recorded the least number of appeals or objections.
147. Three of the seven council reviews sampled that were not appealed against – Gisborne District (Check), Stratford District and Southland District involved representation arrangements that did not comply with the +/- 10% population equality requirement of section 19V(2) of the Local Electoral Act 2001.<sup>11</sup>

<sup>11</sup> Membership for each form of electoral subdivision is required to comply with the basic principle of population equality unless there are good reasons to depart from it. The population of each ward/constituency/subdivision divided by the number of members to be elected by that ward/constituency/subdivision, produces a figure of no more than 10% greater or smaller than the population of the district or region or community divided by the total number of elected members

## ***Reasons for appeals and objections***

148. Issues raised in the objections and appeals lodged against councils at the final proposal stage reflected issues raised in submissions on councils' initial proposals and included:
1. issues of a general kind such as:
    - i. support for implementation of Council's initial proposal;
    - ii. that the proposal did not provide for representation for rural communities;
    - iii. that the proposal was top-heavy in favour of the urban area;
    - iv. concerns regarding the achievement of fair and effective representation for all areas of the district; or
    - v. concerns regarding non-compliance with statutory requirements.
  2. overlapping issues regarding the electoral arrangement such as:
    - i. support for retention of current electoral arrangement;
    - ii. support for only slight modifications being made to the existing electoral arrangements;
    - iii. specific changes to the electoral arrangement;
    - iv. support for an at large system subject to existing community boards being reduced.
  3. overlapping issues related to wards such as:
    - i. support for or opposition to an increase or decrease in the number of wards;
    - ii. support for or opposition to change of ward name;
    - iii. support for and opposition to splitting or amalgamation of wards;
    - iv. support for retention of particular areas within particular wards;
    - v. support for transfer of particular areas into a different ward;
    - vi. support for and opposition to changes to ward boundaries;
    - vii. argument for the number of wards being increased if there were to be no community boards;
    - viii. support for an increase in the number of rural wards because of distinct communities of interest; or
    - ix. support for the formation of a rural ward and an urban ward.
  4. overlapping issues related to councillors such as:
    - i. support for or opposition to an increase or decrease in the number of councillors;
    - ii. support for an increase in the number of councillors in a particular ward;
    - iii. number of councillors should not be increased;
    - iv. representation should be based on the estimated population as at the time of the next census; or
    - v. that a specific councillor was required to enable a link between the work of the community committee and the council.
  5. overlapping issues related to community boards and community board membership such as:
    - i. support for retention of community boards and community board members;
    - ii. opposition to a decrease or increase in the number of community boards or community board members;
    - iii. loss of community board representation for specific areas;
    - iv. district should have full or no coverage by community boards;
    - v. retention of community boards with each community electing a specific number of community board members by way of subdivisions;
    - vi. opposition to extension of area of a specific community;

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(other than members elected by the electors of a territorial authority as a whole, if any, and the mayor, if any). See the LGC guidelines.

- vii. specific areas should not be placed within a particular community board.

Issues raised in appeals and objections on regional councils' final proposals included:

- i. support for or opposition to number of councillors (Maori and general) and allocation of councillors (Maori and general);
- ii. how to fairly reflect the region's communities of interest;
- iii. how to achieve effective and fair representation;
- iv. naming of a constituency; or
- v. support for existing constituency boundaries.

### ***The LGC's approach***

149. The role of the LGC in the representation review process is set out in section 19R of the Local Electoral Act 2001. The LGC becomes involved when appeals or objections are lodged against local authorities' final proposals. In addition, where a regional council's proposal does not comply with section 19V(2) of the Local Electoral Act 2001, the regional council is required to refer its proposal to the LGC for determination.
150. The approach taken by the LGC in its quasi-judicial role is set out in its Guidelines. In brief, the LGC first decides the basis of the election of the Council (i.e. whether the Council should be elected at large, or by wards, or by mixed system of at large and wards) using the section 19T provision of effective representation of the various communities of interest within the territorial authority. If the LGC considers that a ward system is appropriate, it next needs to decide the number of wards and boundaries of wards necessary to ensure the effective representation of the various communities of interest, while also ensuring that the requirements of section 19V(2) (the +/-10% rule of population equality) are met. At this stage it also needs to decide the number of members for the Council.
151. The LGC next moves on to consider whether community boards are necessary to provide a means for local issues to be addressed and to complement the City or District-wide perspective of the Council. If it considers that community boards are necessary, it then considers the number of community boards necessary, and their boundaries (based on ward boundaries or subdivisions within wards). Finally, the LGC needs to decide the number of members for each community board.

### ***Final proposals and LGC determinations compared***

152. Table 30 compares councils' final proposals with LGC determinations for the 21 territorial authorities whose representation reviews were appealed to the LGC.
153. In relation to these 21 territorial authorities whose representation reviews the LGC was required to deal with because appeals or objections were lodged against the local authorities' decisions:
  - The LGC upheld Councils' final proposals for representation arrangements for the 2004 elections in three of 14 cases – Waitomo District, Wairoa District and Invercargill City. For the 2007 elections, the LGC upheld Councils' final proposals in two of seven cases – Waitakere City and Wellington City - with changes to boundaries of wards and communities.

**Table 30 Councils' final proposals and LGC determinations compared for the territorial authorities whose representation reviews were appealed (N=21)**

territorial authority	for election	Council's final proposal	LGC determination
Far North District	2004	13 members elected from 4 wards. No community boards.	9 members elected from 3 wards. 3 community boards.
Manukau City	2004	23 members elected from 8 wards. 8 community boards.	17 members elected from 7 wards. 8 community boards.
Franklin District	2004	14 members elected from 6 wards. No community boards.	12 members elected from 4 wards. 2 community boards.
Waitomo District	2004	6 members elected from 2 wards. No community boards.	Upheld the Council's proposal.
Whakatane District	2004	10 members elected from 2 wards. 5 community boards.	10 members elected from 4 wards. 5 community boards.
Opotiki District	2004	11 members elected from 4 wards. No community boards.	6 members elected from 3 wards. 1 community board.
Wairoa District	2004	6 members elected at large. No community boards.	Upheld the Council's proposals.
New Plymouth District	2004	14 members elected from 3 wards. 3 community boards.	14 members elected from 3 wards. 4 community boards.
Ruapehu District	2004	11 members elected from 4 wards. 2 community boards.	11 members elected from 4 wards. 2 community boards (with modifications to Council's proposal).
Kapiti Coast District	2004	12 members elected at large. 3 community boards.	5 members elected from 4 wards and 5 members elected at large. 4 community boards.
Christchurch City	2004	16 members from 8 wards. 8 community boards.	12 members from 6 wards. 6 community boards.
Selwyn District	2004	10 members elected from 4 wards. 1 community board.	10 members elected from 4 wards. 2 community boards.
Waitaki District	2004	10 members elected from 4 wards. 2 community boards.	10 members elected from 3 wards. 2 community boards.
Invercargill City	2004	12 members elected at large. 1 community board.	Upheld's the Council's proposal.
Waitakere City	2007	14 members elected from 4 wards. 4 community boards.	Council's proposal upheld, with changes to boundaries of wards & communities
Hastings District	2007	8 members elected from 6 wards. 1 community board.	14 members elected from 6 wards. 1 community board.
Rangitikei District	2007	8 members elected from 3 wards. 2 community boards.	11 members elected from 5 wards. 2 community boards.
Palmerston North City	2007	14 members elected at large. 1 community board.	15 members elected from 5 wards. 0 community board.
Porirua City	2007	10 members elected from 3 wards.	13 members elected from 3 wards.
Wellington City	2007	14 members elected from 5 wards. 2 community boards.	Council's proposal upheld, with changes to boundaries of wards & communities
Hurunui District	2007	8 members elected from 5 wards. 1 community board.	9 members elected from 5 wards. 1 community board.

- The total number of wards increased by four wards - from 79 wards at the final proposal stage to 83 wards following the LGC determination. Two of 14 territorial authorities that undertook representation reviews for the 2004 elections and two of seven territorial authorities that undertook representation reviews for the 2007

elections were determined by the LGC to require an increase in ward numbers. In Rangitikei District, for example, the LGC determined an increase of two wards on the basis that it best provided for the effective representation of distinct communities of interest. (LGC split the Marton-Hunterville ward into two separate wards and created an additional Turakina ward.)

- The LGC determined that 18 territorial authority elections would be conducted using a ward system, two using an at large system (Wairoa District and Invercargill City), and one using a mixed system of election (Kapiti Coast District).
- The LGC determined a different basis of election from that proposed by the territorial authority in two cases. In the case of the Kapiti Coast District the LGC rejected the Council's proposal of an at large system of election in 2004 and determined that a mixed system of election would best *'assist the Council in having a district-wide focus to its decision-making while still ensuring that it takes into account local issues of concern.'* In the case of Palmerston North City the LGC determined that a ward system of election in 2007 would best *'provide a better basis for effective representation than an at-large system'* as had been used in the last local authority election.
- Eleven final proposals or pre-existing representation arrangements did not comply with the +/-10% rule of population equality. In none of these cases did the LGC determine an exception to this requirement as either an island community or isolated community. The LGC consistently made clear the need for Councils' proposals to comply with the +/-10% rule. For example, in the case of the Far North District where the Council's proposal for the 2004 election did not comply with this rule the LGC determined that it *'was compelled to develop a ward system that would comply with section 19V(2).'*
- The total number of councillors decreased by nine - from 244 council positions (excluding mayors) at the final proposal stage to 235 council positions (excluding mayors) following the LGC determination.
- Manukau City experienced the largest decrease in the number of council positions between the final proposal stage and LGC determination. Council's final proposal of 23 council positions for the 2004 election was reduced to 17 council positions by the LGC. The LGC looked at a number of options before deciding on seven wards, and applying the ward changes *'to a total council of 17 members enables the requirements of section 19V(2) to be met.'* This also had the effect of increasing the population per councillor to 18,065.
- Hastings District experienced the largest individual increase in the number of council positions between these stages. Council's final proposal of eight council positions for the 2007 election was increased by the LGC to 14 council positions, largely to enable the requirements of section 19V(2) to be met. This also had the effect of reducing the population per councillor to 5,130.
- All 14 territorial authorities that undertook representation reviews for the 2004 elections were determined by the LGC to require either a decrease or no change in the number of council positions, whereas all seven territorial authorities that undertook representation reviews for the 2007 elections were determined by the LGC to require either no change or an increase in the number of council positions.
- The total number of community boards increased by six - from 44 community boards at the final proposal stage to 50 community boards following the LGC determination.
- The Far North District and the growing Franklin District experienced the largest increases in numbers of community boards of three and two respectively between their final proposals for the 2004 election and the LGC determinations.

- Six of the 14 territorial authorities that undertook representation reviews for the 2004 elections were determined by the LGC to require an increase in the number of community boards, whereas none of the seven territorial authorities that undertook representation reviews for the 2007 elections were determined by the LGC to require an increase in the number of community boards.

154. Table 31 compares the three regional councils' representation arrangements at the final proposal stage with their LGC determinations. Overall the number of council members reduced by one and number of constituencies increased by one.

**Table 31 Council's final proposals and LGC determinations compared for the regional councils whose representation reviews were appealed (N=3)**

territorial authority	for election	Council's final proposal	LGC determination
Bay of Plenty	2007	8 members elected from 4 general constituencies. 2 members elected from 2 Maori constituencies.	10 members elected from 4 general constituencies. 3 members elected from 3 Maori constituencies.
Wellington	2007	14 members elected from 5 constituencies.	13 members elected from 6 constituencies.
Canterbury	2007	14 members elected from 9 constituencies.	14 members elected from 8 constituencies.

### ***Appeals to the High Court of LGC determinations***

155. Only one of the LGC's determinations regarding representation arrangements for local elections has resulted in members of the public lodging an application for a judicial review of the LGC's decision. The Christchurch City Council was the local authority involved. In April 2004 three residents of Christchurch City lodged an application in the High Court for a judicial review of the LGC's decision regarding the representation arrangements of the Christchurch City Council for the 2004 local elections. Hansen J ruled in favour of the Council. The judgement has provided 'useful guidance' for the Commission and local authorities in the context of the representation review process (Annual Report for the year ended 30 June 2004).

### ***Processes used to determine electoral process – STV or FPP***

156. The Local Electoral Act 2001 provides that the Single Transferable Vote (STV) electoral system may be used for the election of a local authority. If determined to apply in respect of a territorial authority, STV would also apply in respect of the election of members to any constituent community boards.
157. The statutory provisions for changing a local authority's electoral system are set out in sections 27 to 34 of that Act:<sup>12</sup>
158. 'Section 27(1) prescribes that a council resolution to change electoral systems, made by 12 September in the year that is two years before the year of the next triennial election, takes effect for the next triennial election, unless counter-demanded by a poll of electors.
159. Section 30(3A) prescribes that the outcome of a poll, held as a result of a valid demand of electors received by 28 February in the year before the year of the next triennial local election, takes effect for the next triennial election.
160. Section 31(1) prescribes that the outcome of a poll, held as a result of a council resolution made by 28 February in the year before the next triennial election, takes effect for the next triennial election.'

<sup>12</sup> Taken from the LGC guidelines.

161. Of the 30 councils sampled, four - Kapiti Coast District, Marlborough District, Porirua City, and Wellington City – chose to conduct their 2004 and 2007 local elections using the STV electoral system. (No regional councils adopted STV.)
162. There was little systematic information in the resource documents used to clearly ascertain the process the 30 councils had used to determine their electoral process.

## Concluding remarks

163. The Local Electoral Act 2001 and the Local Government Act 2002 provide the statutory framework for local authorities to undertake reviews of their representation arrangements.
164. All territorial authorities and regional councils now have experience of representation reviews. Twenty-eight local authorities undertook representation reviews for the 2004 local elections and 64 local authorities undertook reviews for the 2007 local elections. The 12 regional councils have also undertaken representation reviews for either election.
165. This report of a desktop review of local government's representation review processes looked at trends in representation and the way that councils determine and consult on their representation arrangements, and as such, covers a lot of ground.
166. One trend that stands out is the decrease in councillor positions and the concomitant increase in the average elector population per councillor. Overall, the total number of city and district councillors decreased by 21% between 1992 and 2007 as the average elector population per councillor increased by over 52%. This trend was most pronounced among large city councils. For example, over this 15 year span Christchurch City reduced its number of councillor positions by 11, Manukau City and Wellington City both reduced their positions by seven, and Auckland City reduced its positions by five. At the same time the average elector population per councillor increased to over 10,000 in 2007.
167. Under Section 19A of the Local Electoral Act 2001 a governing body of a territorial authority may have a maximum of 30 members (including the mayor). Auckland City has the highest number of councillors of any territorial authority – 20 councillors including the mayor, but that number is still 10 short of the permitted maximum.
168. Of the representation arrangements of councils looked at in-depth, Manukau City experienced the largest decrease in the number of council positions between the final proposal stage and LGC determination. Council's final proposal of 23 council positions for the 2004 election was reduced to 17 council positions by the LGC. The LGC looked at a number of options before deciding on seven wards, and applying the ward changes 'to a total council of 17 members enables the requirements of section 19V(2) to be met.' However, this also had the effect of increasing the elector population per councillor to 18,065 in 2004, thereby increasing city councillors' workloads.
169. In meeting the section 19V(2) population equality requirement, consideration also needs to be given to the impact this might have on reducing the number of councillor positions, thereby contributing to increasing councillors' workloads. It may that some exploratory work could be undertaken to examine these relationships in more detail.
170. Another observation is that those councils that undertook consultation at the pre-initial proposal stage appeared to have only limited success in engaging members of the public about local representation arrangement issues. Future work could be undertaken to identify the types of consultation that are most effective and efficient in engaging members of the public in these issues.



## Appendix 1      Number of councillor positions for each city or district council, 1992 – 2007 local elections

City or District Council	1992	1995	1998	2001	2004	2007
Far North District	13	13	10	10	9	9
Whangarei District	13	13	13	13	13	13
Kaipara District	10	10	10	10	10	8
Rodney District	11	11	12	0	12	12
North Shore City	18	19	15	15	15	15
Waitakere City	16	16	14	14	14	14
Auckland City	24	24	19	19	19	19
Manukau City	24	19	20	19	17	17
Papakura District	12	12	12	8	8	8
Franklin District	14	14	14	14	12	12
Thames-Coromandel District	9	9	9	9	8	8
Hauraki District	12	9	12	13	13	13
Waikato District	14	14	14	13	13	13
Matamata-Piako District	12	12	11	11	11	11
Hamilton City	13	13	13	13	13	12
Waipa District	12	12	12	12	12	12
Otorohanga District	7	7	7	7	7	7
South Waikato District	14	10	10	10	10	10
Waitomo District	10	10	10	10	6	6
Taupo District	12	12	12	12	12	10
Western Bay of Plenty District	12	12	12	13	13	12
Tauranga City	14	14	13	13	10	10
Rotorua District	12	12	12	12	12	12
Whakatane District	15	15	15	13	10	10
Kawerau District	10	10	8	7	7	8
Opotiki District	10	10	10	10	6	6
Gisborne District	16	15	14	14	14	14
Wairoa District	9	8	10	9	6	6
Hastings District	14	14	14	15	15	14
Napier City	12	13	12	12	12	12
Central Hawke's Bay District	12	12	10	10	10	8
New Plymouth District	16	16	16	16	14	14
Stratford District	10	10	11	10	10	9
South Taranaki District	12	12	12	12	12	12
Ruapehu District	14	15	13	11	11	11
Wanganui District	14	12	12	12	12	12
Rangitikei District	11	11	11	11	11	11
Manawatu District	12	11	13	10	10	10

## Appendix 1 (continued)

<b>City or District Council</b>	<b>1992</b>	<b>1995</b>	<b>1998</b>	<b>2001</b>	<b>2004</b>	<b>2007</b>
Palmerston North City	15	15	15	15	15	15
Tararua District	12	12	8	8	8	8
Horowhenua District	12	11	10	10	10	10
Kapiti Coast District	14	13	13	14	10	10
Porirua City	13	13	13	13	13	13
Upper Hutt City	10	10	10	10	10	10
(Lower) Hutt City	15	13	12	11	11	12
Wellington City	21	18	18	19	14	14
Masterton District	10	10	10	10	10	10
Carterton District	12	12	8	8	8	8
South Wairarapa District	10	9	9	10	9	9
Tasman District	13	13	13	13	13	13
Nelson City	12	12	12	12	12	12
Marlborough District	13	13	12	12	12	13
Kaikoura District	7	7	7	7	7	7
Buller District	11	11	11	11	11	10
Grey District	7	7	8	8	8	8
Westland District	12	12	12	12	12	10
Hurunui District	9	9	9	9	9	9
Waimakariri District	14	14	14	14	10	10
Christchurch City	24	24	24	24	12	13
Banks Peninsula District	9	9	9	7	7	0
Selwyn District	13	13	13	11	10	10
Ashburton District	12	12	12	12	12	12
Timaru District	12	12	12	12	12	10
Mackenzie District	10	10	10	10	6	6
Waimate District	13	11	11	8	8	8
Chatham Islands Territory	8	8	7	8	8	8
Waitaki District	15	15	15	15	10	10
Central Otago District	14	13	13	13	13	10
Queenstown-Lakes District	15	15	11	11	11	10
Dunedin City	18	18	14	14	14	14
Clutha District	15	14	14	14	14	14
Southland District	14	12	12	12	12	12
Gore District	11	10	11	11	11	11
Invercargill City	12	12	12	12	12	12

Note: Excludes mayoral positions

## Appendix 2 Number of wards for each city or district council, 1992 – 2007 local elections

<b>City or District Council</b>	<b>1992</b>	<b>1995</b>	<b>1998</b>	<b>2001</b>	<b>2004</b>	<b>2007</b>
Far North District	6	9	3	3	3	3
Whangarei District	6	6	6	6	6	6
Kaipara District	4	4	4	4	4	3
Rodney District	8	7	7	3	3	4
North Shore City	6	6	3	3	3	3
Waitakere City	4	4	4	4	4	4
Auckland City	10	10	7	7	7	7
Manukau City	7	7	7	7	7	7
Papakura District	4	4	4	4	4	4
Franklin District	6	6	6	6	4	4
Thames-Coromandel District	8	8	5	5	3	3
Hauraki District	3	3	3	3	3	3
Waikato District	11	11	11	11	11	11
Matamata-Piako District	3	3	3	3	3	3
Hamilton City	5	5	3	3	3	2
Waipa District	5	5	5	5	5	5
Otorohanga District	6	6	6	6	6	6
South Waikato District	4	3	3	3	3	3
Waitomo District	7	7	7	7	2	2
Taupo District	4	4	4	4	4	3
Western Bay of Plenty District	5	5	5	5	5	5
Tauranga City	5	4	4	4	4	4
Rotorua District	4	4	4	4	4	4
Whakatane District	10	9	10	5	4	4
Kawerau District	1	1	1	1	1	1
Opotiki District	4	4	4	4	3	3
Gisborne District	11	7	7	7	7	7
Wairoa District	5	5	6	6	1	1
Hastings District	9	9	9	9	9	6
Napier City	3	3	1	1	1	5
Central Hawke's Bay District	5	5	3	3	3	2
New Plymouth District	8	5	5	5	3	3
Stratford District	4	4	4	4	4	2
South Taranaki District	5	5	5	5	5	5
Ruapehu District	5	5	5	5	4	4
Wanganui District	2	2	2	2	2	1
Rangitikei District	4	4	4	4	4	5
Manawatu District	5	5	4	3	3	3

## Appendix 2 (continued)

<b>City or District Council</b>	<b>1992</b>	<b>1995</b>	<b>1998</b>	<b>2001</b>	<b>2004</b>	<b>2007</b>
Palmerston North City	6	6	6	6	6	5
Tararua District	6	6	3	3	2	2
Horowhenua District	3	4	4	4	4	4
Kapiti Coast District	5	4	4	4	5	5
Porirua City	5	5	3	3	3	3
Upper Hutt City	1	1	1	1	1	1
(Lower) Hutt City	5	6	6	6	6	6
Wellington City	7	5	6	6	5	5
Masterton District	2	2	2	2	2	3
Carterton District	4	4	2	2	2	2
South Wairarapa District	3	3	3	3	3	3
Tasman District	5	5	5	5	5	5
Nelson City	1	1	1	1	1	1
Marlborough District	5	5	5	5	4	4
Kaikoura District	1	1	1	1	1	1
Buller District	3	3	3	3	3	3
Grey District	5	5	4	4	4	4
Westland District	3	3	3	3	3	3
Hurunui District	6	6	6	6	6	5
Waimakariri District	4	4	4	4	4	4
Christchurch City	12	12	12	12	6	7
Banks Peninsula District	3	3	3	3	3	
Selwyn District	6	6	6	4	4	4
Ashburton District	2	3	3	3	3	3
Timaru District	4	4	4	4	4	3
Mackenzie District	4	4	4	4	2	2
Waimate District	9	5	5	5	5	3
Chatham Islands Territory	1	1	1	1	1	1
Waitaki District	5	4	4	4	3	4
Central Otago District	6	6	6	6	6	5
Queenstown-Lakes District	5	7	3	3	3	3
Dunedin City	10	10	7	7	6	6
Clutha District	7	7	7	7	7	8
Southland District	12	12	12	12	12	12
Gore District	5	5	5	5	5	5
Invercargill City	1	1	1	1	1	1

### Appendix 3 Number of community board positions for each city or district council, 1992 – 2007 local elections

<b>District or City</b>	<b>1992</b>	<b>1995</b>	<b>1998</b>	<b>2001</b>	<b>2004</b>	<b>2007</b>
Far North	36	36	36	30	16	16
Kaipara	8	12				
North Shore	34	34	24	24	24	24
Waitakere	24	24	24	22	22	20
Auckland	65	66	52	52	52	52
Manukau	42	42	44	44	41	41
Franklin	12	11	12	12	8	8
Thames-Coromandel	26	26	23	22	20	20
Hauraki	18	16				
Waikato	30	24	24	24	24	24
Matamata-Piako	18	18	18	18	18	12
Waipa	12	12	12	12	12	10
Otorohanga	8	8	8	10	8	9
Waitomo	6	6	4	4		
South Waikato	9	12	12	6	6	4
Taupo	12	10	10	6	6	6
Western Bay of Plenty	29	22	22	22	22	20
Whakatane	29	24	23	24	30	30
Opotiki					4	4
New Plymouth	18	14	15	16	16	16
South Taranaki	24	24	24	24	15	16
Ruapehu	21	20	11	16	10	10
Rotorua						4
Wanganui	6	6	6	6	6	7
Rangitikei	12	12	12	8	8	8
Taranua	24	21	22	23	8	8
Horowhenua	6	6	5	5	5	5
Hastings	3	4	4	4	4	4
Kapiti Coast	17	17	17	17	16	16
(Lower) Hutt	18	18	17	16	17	17
Wellington	12	12	11	12	12	12
South Wairarapa	7	14	11	15	15	12

### Appendix 3 (Continued)

<b>District or City</b>	<b>1992</b>	<b>1995</b>	<b>1998</b>	<b>2001</b>	<b>2004</b>	<b>2007</b>
Tasman	8	8	8	8	8	8
Buller	4	6	6	6	6	4
Grey	4	4	4	4	4	
Hurunui	4	5	5	5	5	5
Waimakariri	6	6	6	6	6	6
Christchurch	36	36	36	39	30	40
Banks Peninsula	12	9	10	9	8	
Selwyn	6	5	7	6	9	9
Ashburton	4	4	5	5	5	5
Timaru	18	17	16	14	16	15
MacKenzie	13	16	17	17	12	12
Waitaki	12	12	10	12	10	10
Central Otago	24	30	29	29	21	17
Queenstown-Lakes	6	6	6	6	6	4
Dunedin	28	30	30	26	36	36
Clutha	12	12	12	12	12	12
Gore					5	5
Southland	68	69	69	72	72	72
Invercargill	15	18	17	18	5	5

Note: Only includes those city or district councils that have at least one community board in a particular election.

#### Appendix 4 Number of community boards for each city or district council, 1992 – 2007 local elections

<b>City or district</b>	<b>1992</b>	<b>1995</b>	<b>1998</b>	<b>2001</b>	<b>2004</b>	<b>2007</b>
Far North	6	6	6	6	3	3
Kaipara	2	2	-	-	-	-
North Shore	6	6	6	6	6	6
Waitakere	4	4	4	4	4	4
Auckland	11	11	10	10	10	10
Manukau	7	7	7	7	8	8
Franklin	2	2	2	2	2	2
Thames-Coromandel	5	5	5	5	5	5
Hauraki	3	3	-	-	-	-
Waikato	6	4	4	4	4	4
Matamata-Piako	3	3	3	3	3	3
Waipa	2	2	2	2	2	2
Otorohanga	2	2	2	2	2	2
Waitomo	1	1	1	1	-	-
South Waikato	2	2	2	1	1	1
Taupo	2	2	2	1	1	1
Western Bay of Plenty	5	5	5	5	5	5
Whakatane	5	4	4	4	5	5
Opotiki	-	-	-	-	1	1
New Plymouth	3	4	4	4	4	4
South Taranaki	4	4	4	4	4	4
Rotorua	-	-	-	-	-	1
Ruapehu	4	4	3	3	2	2
Wanganui	1	1	1	1	1	1
Rangitikei	2	2	2	2	2	2
Tararua	4	4	4	4	2	2
Horowhenua	1	1	1	1	1	1
Hastings	1	1	1	1	1	1
Kapiti Coast	3	3	3	3	4	4
(Lower) Hutt	3	3	3	3	3	3
Wellington	2	2	2	2	2	2
South Wairarapa	3	3	3	3	3	3

## Appendix 4 (Continued)

<b>City or district</b>	<b>1992</b>	<b>1995</b>	<b>1998</b>	<b>2001</b>	<b>2004</b>	<b>2007</b>
Tasman	2	2	2	2	2	2
Buller	1	1	1	1	1	1
Grey	1	1	1	1	1	-
Hurunui	1	1	1	1	1	1
Waimakariri	1	1	1	1	1	1
Christchurch	6	6	6	6	6	8
Banks Peninsula	2	2	2	2	2	-
Selwyn	1	1	1	1	2	2
Ashburton	1	1	1	1	1	1
Timaru	3	3	3	3	3	3
MacKenzie	3	3	3	3	3	3
Waitaki	2	2	2	2	2	2
Central Otago	4	5	5	5	5	4
Queenstown-Lakes	1	1	1	1	1	1
Dunedin	5	5	5	5	6	6
Clutha	2	2	2	2	2	2
Gore	-	-	-	-	1	1
Southland	12	12	12	12	12	12
Invercargill	3	3	3	3	1	1

Note: Only includes those city or district councils that have at least one community board in a particular election.



## Appendix 5

### Part 3 Sample of 30 councils

#### Territorial authorities

**Representation review in 2004, not appealed against**  
Marlborough District

**Representation review in 2004, appealed against**

Far North District  
Manukau City  
Franklin District  
Waitomo District  
Whakatane District  
Opotiki District  
Wairoa District  
New Plymouth District  
Ruapehu District  
Kapiti Coast District  
Christchurch City  
Selwyn District  
Waitaki District  
Invercargill City

**Representation review in 2007, not appealed against**

Waikato District  
Gisborne District  
Stratford District  
Queenstown-Lakes District  
Southland District

**Representation review in 2007, appealed against**

Waitakere City  
Hastings District  
Rangitikei District  
Palmerston North City  
Porirua City  
Wellington City  
Hurunui District

#### Regional councils

**Representation review in 2007, appealed against**

Bay of Plenty  
Wellington  
Canterbury