

Representation Review – Discussion Document Manawatū-Whanganui Regional Council (Horizons)

What is required?

Local authorities, regional and territorial (territorial includes unitary), in New Zealand are required to make decisions about their representation arrangements at least every six years. The last time the Manawatū-Whanganui Council did this was in 2018. In May 2021 the Council determined to introduce Māori Constituencies and is therefore required to undertake another Representation Review this year. This Review will provide for the representation arrangements for the 2022 and 2025 local elections.

Representation reviews are to determine the number of councillors to be elected, the basis of election for councillors, constituencies and the boundaries and names of those constituencies. Representation arrangements are to be determined so as to provide fair and effective representation for individuals and communities.

This is a complex process requiring considerable consultation with provisions for the community to make submissions and ultimately to appeal against the Council's decision to the Local Government Commission.

This discussion document is to provide information and options about the process for the Council to consider in a workshop and to provide guidance.

History (including the 2019 decision)

The number of constituencies in the Manawatū-Whanganui Region was largely based on territorial authority boundaries (the exception being the Kerekere-Kairanga constituency which combined two wards from Horowhenua DC and Manawatu DC areas) since the constitution of the region in 1989 until 2006.

In 2007, the number of constituencies was reduced to the current six with the combining of the then separate Rangitikei and Manawatu constituencies and a new division of the northern and southern areas of Manawatu District between the Manawatu-Rangitikei and Horowhenua-Kairanga constituencies. In its 2013 determination, the then Local Government Commission commented it considered that "the current constituency boundaries continue to provide an appropriate basis for identifying communities of interest in the Manawatu-Whanganui Region. The constituencies appear to reflect communities of interest and be of a size that permits reasonable access to elected members."

In 2019, the Local Government Commission determined, after considering appeals to the Council's final proposal, and following ward boundary changes made by a constituent local authority during their review process, that the most appropriate option to achieve effective representation for the communities of interest in Horizons was the extension of the Manawatū-Rangitikei Constituency southward so as to include all Manawatū District in this constituency, while keeping total membership of the council at 12. The following table with 2017 population estimates shows that decision:

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Ruapehu	12,900	1	12,900	-7,117	-35.55
Whanganui	44,500	2	22,250	+2,233	+11.16
Manawatū-Rangitikei	45,240	2	22,620	+2,603	+13.00
Palmerston North	87,300	4	21,825	+1,808	+9.03
Horowhenua	32,460	2	16,230	-3,787	-18.92
Tararua	17,800	1	17,800	-2,217	-11.08
Total	240,200	12	20,017		

Methodology

Some local authorities undertake preliminary or targeted consultation before beginning the formal statutory representation review process. There are a variety of ways to do this effectively, including using independent community panels for example, however the extended deadline for the introduction of Maori Wards has

contributed to a shortened time frame in which to carry out the representation review. It is noted that the decision to include direct Māori representation was made during the transition period provided by the 2021 legislation and the representation review timelines have not been amended and cannot be extended.

In any case, any preliminary consultation is not a substitute for the formal statutory steps. The review must seek to achieve the statutory principles of fair and effective representation for all individuals and communities of interest of the city, and not be limited to reflecting majority community views on particular aspects of any arrangements. It would be useful for the Council to give guidance on the process it wishes to engage in with its communities for this representation review process.

The Local Government Commission's guidelines also note other considerations in relation to decision-making on representation arrangements. These include the principles of administrative law requiring local authorities to act in accordance with the law, reasonably and fairly.

Timeline

In general, the representation review process involves the following steps:

Procedure	Deadline	Relevant section
Local Authority resolves to introduce Māori constituencies	21 May 2021	Local Electoral (Māori Wards and Constituencies) Amendment Act 2021
Local authority determines proposed representation arrangements	Initial proposals must be made: <ul style="list-style-type: none"> • no earlier than 1 March in the year before election year (2021) • by 31 August in the year before election year, if establishing Māori constituencies • in any other case, in time for the deadline for public notice (i.e. by 7 September) 	<ul style="list-style-type: none"> • 19I (regional councils) • Schedule 1A for Māori constituencies
Local authority gives public notice of "initial" proposal and invites submissions	Within 14 days of resolution, and not later than 8 September in the year before election year	19M(1)
Submissions close	Not less than one month after public notice	19M(2)(d)
If no submissions then proposal becomes final ¹	Public notice to be given when there are no submissions but no date fixed for doing this	19Y(1)
Local authority considers submissions and may make resolution to amend proposal	Within 6 weeks of closing date for submissions	19N(1)(a)
Local authority gives public notice of its "final" proposal	Within 6 weeks of closing date for submissions	19N(1)(b)
Appeals and objections close	Must be lodged: <ul style="list-style-type: none"> • not less than 1 month after the date of the public notice issued under section 19N(1)(b) • not later than 20 December in the year before election year 	19O 19P
If no appeals or objections then proposal becomes final ¹	Public notice to be given when there are no appeals/objections, but no date fixed for doing this	19Y(1)
Local authority for constituencies appeals, objections and other relevant information to the Commission ²	As soon as practicable, but not later than 15 January in election year	19Q 19V(4)
Commission considers resolutions, submissions, appeals and objections and makes determination	Before 11 April in election year	19R
Determination subject to appeal to High Court on a point of law ³	Appeals to be lodged within 1 month of determination	Clause 2, Schedule 5, Local Government Act 2002

- 1 Under *section 19V(4)* proposals that do not comply with the +/-10% fair representation requirement are subject to confirmation by the Commission.
- 2 Includes any proposal that does not comply with the +/-10% fair representation requirement.
- 3 Commission determinations may also be subject to judicial review.

Indicative Timeline Summary:

Council meeting to determine Initial Proposal	24 August 2021
Advertise – public notice within 14 days	7 September (or before)
At least 1 month for submissions – close submissions*	8 October
Within 6 weeks of close of submissions*:	
- Hearings	27 October (or before)
- Deliberations	27 October
- Council meeting to determine Final Proposal	27 October 2021
- Advertisement – Public notice* (6 weeks)	by 5 November 2021
Appeals and objections – at least 1 month	3 December 2021
Forward appeals & objections to LGC	by 15 January 2022

Electoral system

The Manawātū-Whanganui Regional Council determined to retain the FPP electoral system for the 2022 and 2025 local elections.

Legislative requirements:

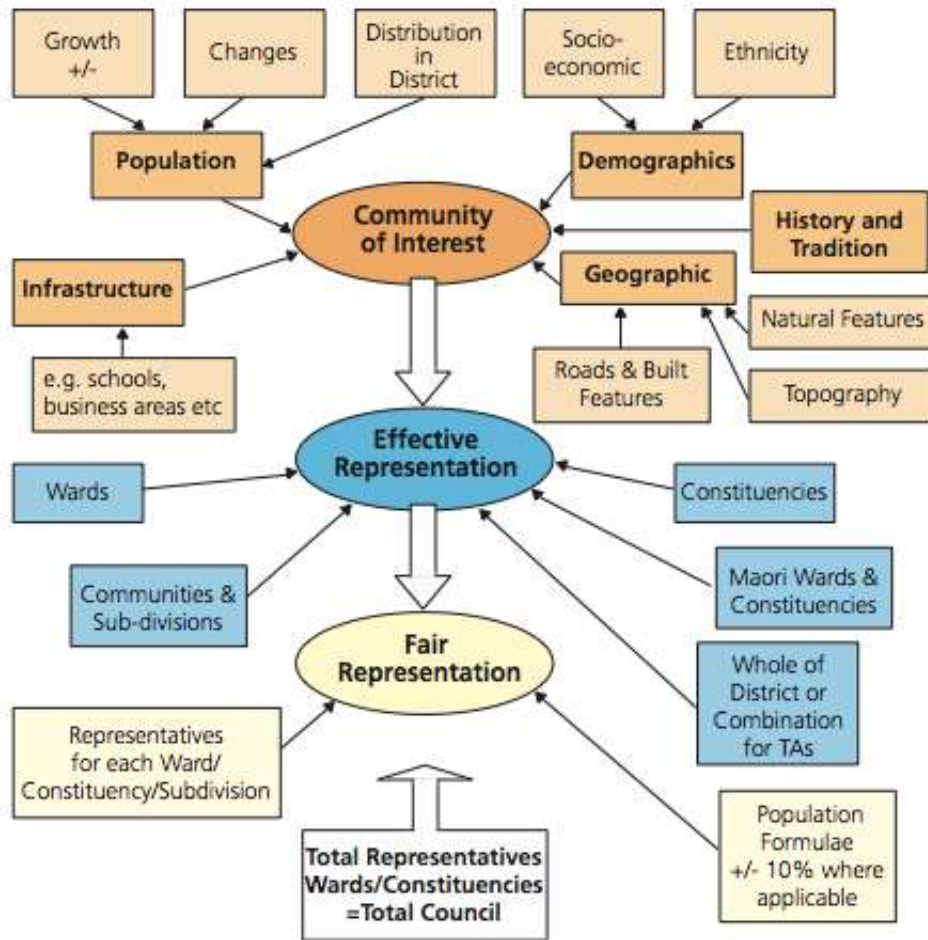
The legislative requirements are attached as Appendix 1.

Communities of interest

The term “communities of interest” is used in the Local Electoral Act to describe in general terms the sense of community or belonging reinforced by the geography of the area, the commonality of places to which people go to for their employment, the location of their schools, marae, banks, where they do their shopping and the location of their religious, recreational and major transport facilities etc.

To undertake a comprehensive review of communities of interest and the best means of providing effective representation of these communities the Council will need to embark on a comprehensive review to re-analyse the various communities of interest in the region. To undertake a robust analysis will require consideration of travel distances throughout the area, observations of people and their every day movements (social, commercial, educational and recreational, access to public services etc), existing public records of land use and various statistics, and interviews with key informants. A lot of information will already be a matter of public record, much held within the Council. Growth predictions for the Region should also be included.

Diagram of key concepts for communities of interest and fair and effective representation:



Accreditation: New Zealand Society of Local Government Managers, Code of Good Practice for the Management of Local Authority Elections and Polls 2019, Part 5.

Fair and effective representation

The Local Electoral Act requires “fair and effective representation for individuals and communities”. In carrying out a representation review, local authorities need to be guided by the principle in the *LEA* of “fair and effective representation for individuals and communities”. Fair representation relates to the number of persons represented per member. The ratio of persons per member in each constituency is required to be within +/-10% of the ratio for the region as a whole. This is designed to ensure approximate equality in representation i.e. votes of equal value.

When determining fair and effective representation the general and Māori constituencies are dealt with separately. The Manawatū-Whanganui Region will have 2 directly elected Māori representatives provided the total number of councillors required for the good governance of the region is 11-14. The Council will need to decide whether they will be elected from a single constituency or 1 from each of two constituencies.

Effective representation relates to representation for identified communities of interest. This needs to take account of the nature and locality of those communities of interest and the size, nature and diversity of the Region as a whole. The need for effective representation of communities of interest will determine the basis of election for the Council.

Initial proposal

The Council is required to make a decision on its initial proposal and will then advertise it and call for submissions on it at that time. If no submissions are received that is the end of the public process and public notice is given. Submissions received must be heard by the Council and after the hearings the Council will consider them and

then determine its final proposal. Public notice is given and any appeals received are forwarded to the Local Government Commission who will then hold its own hearings and decide the final details for representation in the region. The Council is also required to forward any proposal that exceed the +/- 10% threshold for final determination by the Local Government Commissions.

Regional coordination

As a Regional Authority, the Manawatū-Whanganui Regional Council should endeavour to coordinate the representation review process with other authorities in the region. It is good practice at least to notify constituent authorities of the timeline for its representation review process in the region and, subsequently, the significant decisions made. It will also be important to understand what is happening with the process being undertaken by any of those authorities, particularly if parts of those territorial authorities are being considered for electoral subdivisions within the region. I am aware that a number of the territorial local authorities included within the Manawatū-Whanganui Region are undertaking representation reviews this year as a result of determining to introduce Māori Wards.

What has changed since 2019?

The Region has not undergone any major transformation and growth is running at about 1%. The highest growth is in Manawatū, Horowhenua and Palmerston North whilst the lowest growth is in Ruapehu. That level of population change will not affect any assumptions made in the preparation of representation options for consideration.

Current position and possible changes

Given the non-compliance of three of the proposed constituencies, the Council was required to refer its final proposal in 2019 to the Commission for determination. In addition, two appeals against the proposal were received. The Commission's decision is referred to on page 1 in the paragraph on the history.

The current representation arrangements for Horizons as approved by the LGC in 2019, calculated using the population estimates as at 30 June 2020 (which are based on the 2018 Census), as required, are as follows:

2019 – LGC decision for 2019 elections using current population estimates as at 30 June 2020 (based on the 2018 Census)

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Ruapehu	12,990	1	12,990	-8,191	-38.67
Whanganui	48,090	2	24,045	2,864	13.52
Manawatū-Rangitikei	47,830	2	23,915	2,734	12.91
Palmerston North	90,350	4	22,588	1,407	6.64
Horowhenua	36,050	2	18,025	-3,156	-14.90
Tararua	18,860	1	18,860	-2,321	-10.96
Total	254,170	12	21,181		

Only Palmerston North Constituency complied.

In addressing the significant difference in Ruapehu the LGC said (in part): *"We note the wording of section 19V(3)(b) is such that if the Commission considers that effective representation of communities of interest so requires, constituencies (generally) may be defined and membership distributed between them in a way that does not comply with section 19V(2). We see this as enabling some compensation for the permitted over- or under-*

representation of one constituency in other constituencies. In other word, variances to the '+/-10% rule' may also be permissible in other constituencies.

Māori representation

The Council determined by resolution at its May 2021 meeting to provide for Māori Constituencies.

As stated previously when determining fair and effective representation the general and Māori constituencies are dealt with separately. The Manawatū-Whanganui Region will have 2 directly elected Māori representatives provided the total number of councillors required for the good governance of the region is 11 to 14. If that number is less than 11 then there will be 1. If there are two representatives the Council will need to decide whether they will be elected from a single constituency or 1 from each of two constituencies. If more than one constituency is preferred then how the region is divided for Māori representation purposes will also need to be decided. Some further consultation with iwi and hapū will be required. Options might include looking at hapū or rohe to see where communities of interest might be combined or maybe a non-contiguous urban/rural split based perhaps on Palmerston North, Palmerston North and Whanganui, or Palmerston North/Whanganui/Feilding and Levin. Whatever options are considered are sure to be contentious.

The formula in the Act requires a calculation based on the following formula:

$$\# \text{ Māori} = \frac{\text{MEP}}{\text{GEP} + \text{MEP}} \times \# \text{ ems} = 0.1410079 \times \# \text{ ems}$$

That is the number of Māori seats is calculated by the proportion of the Māori electoral population (MEP) divided by the total electoral population (Māori plus general electoral population) and multiplied by the number of members that the Council determines is appropriate for the good governance of the region.

Total Māori Electoral population **35,840**; Total General Electoral Population **218,330**; Total Electoral Population **254,170** (difference is in the rounding). The number of elected members is the total number elected from constituencies (there is no provision for at large, or a mix of constituencies and at large for regional councils).

With 6 elected members	0.8460	=	1	
With 7 elected members	0.9871	=	1	
With 8 elected members	1.1281	=	1	
With 9 elected members	1.2691	=	1	
With 10 elected members	1.4101	=	1	
With 11 elected members	1.5511	=	2	
With 12 elected members	1.6921	=	2	(Currently 12 members from 6 constituencies)
With 13 elected members	1.8331	=	2	
With 14 elected members	1.9741	=	2	

So currently Horizons has 12 members from 6 constituencies. Regional Councils can have not fewer than 6 or more than 14 elected members.

The following include some options for Horizons to consider:

Option 1: Status Quo (6 General Constituencies, 12 Members) + 2 Māori Constituency/ies - Using the 30 June 2020 estimates from the Department of Statistics (based on the 2018 Census) the current configuration of 12 general elected members elected from the 6 constituencies (as currently constituted), with the addition of Māori Constituency/ies with 2 representatives will look like this;

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Ruapehu	9,130	1	9,130	-9,064	-49.82
Whanganui	39,700	2	19,850	1,656	9.10
Manawatū-Rangitikei	41,800	2	20,900	2,706	14.87
Palmerston North	80,700	4	20,175	1,981	10.89
Horowhenua	31,000	2	15,500	-2,694	-14.81
Tararua	16,000	1	16,000	-2,194	-12.06
Total General	218,330	12	18,194		
Māori Constituency/ies	35,840	2	17,920 [^]		
Total	254,170[#]	14			

difference is in rounding [^]indicative purposes only

Ruapehu is way out (previously acceptable at -35.55%, but now -49.82%) and Manawatū-Rangitikei, Palmerston North, Horowhenua and Tararua are all outside the +/-10% threshold. Only Whanganui Constituency complies. The margins are not significantly different from those approved by the Local Government Commission in 2019 and therefore the same arguments might apply and be approved again. The significant difference is that there are 14 elected members instead of 12.

Option 1 A : Status Quo (6 General Constituencies, 10 Members) + 2 Māori Constituency/ies - Using the 30 June 2020 estimates from the Department of Statistics (based on the 2018 Census) the current configuration with 12 elected members elected from the 6 constituencies with the addition of a Māori Constituency with 2 representatives will look like this:

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Ruapehu	9,130	1	9,130	-12,703	-58.18
Whanganui	39,700	1	39,700	17,867	81.83
Manawatū-Rangitikei	41,800	2	20,900	-933	-4.27
Palmerston North	80,700	4	20,175	-1,658	-7.59
Horowhenua	31,000	1	31,000	9,167	41.99
Tararua	16,000	1	16,000	-5,833	-26.72
Total General	218,330	10	21,833		
Māori Constituency/ies	35,840	2	17,920^		
Total	254,170#	12			

difference is in rounding ^indicative purposes only

Using the current configuration of constituencies with a total of 12 members elected from the 6 constituencies and including Māori Constituency/ies with 2 directly elected representatives, produces deviations far greater than the threshold 10% in 4 constituencies (Ruapehu 58.18 and Tararua 26.72 being over-represented and Whanganui and Horowhenua at 81.83 and 41.99 respectively being significantly under-represented). This option without changing some constituency boundaries will be unlikely to find approval.

Option 1 B : Same 6 General Constituencies 11 Members + 2 Māori – Current configuration again with 11 general plus 2 Māori representatives for a total of 13 elected members looks like this:

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Ruapehu	9,130	1	9,130	-10,718	-54.00
Whanganui	39,700	2	19,850	2	0.01
Manawatū-Rangitikei	41,800	2	20,900	1,052	5.30
Palmerston North	80,700	4	20,175	327	1.65
Horowhenua	31,000	1	31,000	11,152	56.19
Tararua	16,000	1	16,000	-3,848	-19.39
Total General	218,330	11	19,848		
Māori Constituency	35,840	2	17,920^		
Total	254,170#	13			

difference is in rounding ^indicative purposes only

Ruapehu now 54.00 and Tararua at 19.39 are still over-represented and Horowhenua is further under-represented at 56.19%. Whanganui Constituency now with 2 elected members complies. This option without changing some constituency boundaries will also be unlikely to find approval.

Option 2 : 6 Constituencies (12 General) + 2 Māori - One possibility might be to consider moving Rangitikei's Southern Ward (MEP 940, GEP 3,340 and TEP 4,280) from the Manawatū-Rangitikei Constituency into the Horowhenua Constituency. Are there any compelling community of interest arguments either for or against such a move? This is what the figures might look like with a total of 14 Councillors:

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Ruapehu	9,130	1	9,130	-9,064	-49.82
Whanganui	39,700	2	19,850	1,656	9.10
Manawatū - North Rangitikei	38,460	2	19,230	1,036	5.69
Palmerston North	80,700	4	20,175	1,981	10.89
Horowhenua – South Rangitikei	34,340	2	17,170	-1,024	-5.63
Tararua	16,000	1	16,000	-2,194	-12.06
Total General	218,330	12	18,194		
Māori Constituency	35,840	2	17,920 [^]		
Total	254,170[#]	14			

difference is in rounding [^]indicative purposes only

Ruapehu is still assumed acceptable to retain a single representative (previously acceptable at -35.55%, but now -49.82%) and Palmerston North and Tararua are both just outside the threshold margin. Whanganui Constituency complies, as do Manawatū-North Rangitikei and Horowhenua-South Rangitikei with the shift of the Southern Ward of Rangitikei into the Horowhenua Constituency. Note again that there are 14 elected members instead of 12.

Option 2 A : 6 Constituencies (10 General) + 2 Māori – Same as option 2 but with a total of 12 elected members (as exist currently), with 10 elected from general constituencies and 2 from Māori Constituencies. This is what the figures look like:

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Ruapehu	9,130	1	9,130	-12,703	-58.18
Whanganui	39,700	2	19,850	-1,983	-9.08
Manawatū - North Rangitikei	38,460	1	38,460	16,627	76.16
Palmerston North	80,700	4	20,175	-1,658	-7.59
Horowhenua – South Rangitikei	34,340	1	34,340	12,507	57.28
Tararua	16,000	1	16,000	-5,833	-26.72
Total General	218,330	10	21,833		
Māori Constituency	35,840	2	17,920 [^]		
Total	254,170#	12			

difference is in rounding [^]indicative purposes only

With the smaller number of councillors, Ruapehu is now at -58.18%. Tararua is also over-represented at -26.72 and will now require a strong argument to retain separate representation. Horowhenua is 57.28% and Manawatū – North Rangitikei at 76.16% are both well under-represented. The total number of Councillors in this option remains at 12 but is unlikely to be able to be justified.

Other options

All other options that can be suggested for consideration will require a change to the current constituency configurations. That could include shifting boundaries to include whole District Council Wards (or at the very least, whole mesh blocks) wherever possible from one constituency to another or by combining existing Constituencies. Territorial local authorities that have constituted communities with electoral subdivisions for those communities e.g. Whanganui, may provide an opportunity to shift whole subdivisions of the constituted Communities where they exist.

Previous arguments have successfully achieved 'remote' status for Ruapehu Constituency. It is a large sparsely populated area and includes the eastern part of Stratford District included in the Manawatū-Whanganui Region. To combine this constituency with large parts of Whanganui Constituency or Manawatū-Rangitikei Constituency may achieve the numbers necessary for Ruapehu to comply with the +/- 10 Rule but it will clearly divide existing strongly identifiable, distinct and separate communities of interest that currently exist in those other constituencies.

- It is noted that the Local Government Commission in 2019 stated that: "the then Local Government Commission in 2007, in addressing this constituency's non-compliance with the '+/-10% rule, agreed with the Council that a separate constituency was necessary to ensure effective representation of this community of interest. In summary, it agreed that: *"the constituency covers a large area (760074.5 hectares) including Tongariro National Park*
- *the constituency comprises many small rural communities that, collectively, identify with Ruapehu District*
- *the majority of residents would travel north to access services unavailable in Ruapehu District rather than south to the remainder of the district*
- *the distance between small rural communities within the constituency, and the distance between the constituency and the council's main offices in Palmerston North, result in a significant travel requirement for one councillor*

- *compliance with the 10% rule would require merging large areas of the Whanganui and/or Rangitikei constituencies with the Ruapehu District. This would split distinct communities of interest in the Whanganui and Rangitikei constituencies and create unreasonable pressures on one councillor to effectively represent this extended area”; and further that*
- *“Our predecessor commissioners in 2013 agreed with this assessment on the Ruapehu Constituency. We believe the assessment still remains accurate today and the council outlined a number of these arguments again at the hearing”; and the LGC in 2019 said that*
- *“On this basis, we endorse the council’s proposal to retain the current Ruapehu Constituency electing one councillor.”*

The questions is now – what has changed?

If the answer to that is nothing, or that the only significant change is that the Council has decided to introduce Māori Constituencies, is there anything that supports change of the extent envisaged by combining areas that have little community of interest? There is a disproportionate spread of Māori electoral population with a low of 8% in Tararua to 27% in Palmerston North. However it is the proportion of the Māori electoral population to the total electoral population in each constituency that compounds the % deviation from the regional average population. For example the MEP in Ruapehu is 3,860 out of a total electoral population of 12,990 – that is 29.72%. In Palmerston North it is 9,650 out of 90,350 or 10.68%. The average for Horizons Region is 35,840 out of a total of 254,170 or 14.1%. That makes a significant contribution to the increasing % deviation in Ruapehu.

On that basis, and for all the same reasons previously described, it may be contended that the Ruapehu Constituency is justified in retaining separate representation of 1 Councillor to be elected to the Manawatū-Whanganui Regional Council.

If that argument is supported by the Council, its community and the LGC, then we only need to look at the variances of the other constituencies in the various options. Option 1 may be able to be justified as it is.

On the other hand, reflecting on history and previous connections between different parts of this large and diverse region, are there combinations of existing territorial authority areas, where each already have some connection through combined communities of interest, that have strong enough connections to consider a lesser number of multi-member constituencies to provide for effective and fair representation across the region?

The starting point for a range of options being suggested for consideration is seven constituencies based on the existing constituent territorial local authorities. So Option 3 shows the figures for those seven constituencies with 14 elected members using the 30 June 2020 estimates from the Department of Statistics (based on the 2018 Census).

Option 3: 7 Constituencies based on existing constituent Territorial Local Authorities – with 14 Elected Members including 2 Māori Representatives:

Figures with 7 constituencies based on existing territorial authorities (no provision made for those living outside the seven main TA’s i.e. Taupō, Waitomo and Stratford) with the maximum of 14 councillors including 2 Māori Constituency Councillors:

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Ruapehu	9,000	1	9,000	-9,201	-50.55
Whanganui	39,700	2	19,850	1,649	9.06
Rangitīkei	12,900	1	12,900	-5,301	-29.12
Manawatū	29,050	1	29,050	10,849	59.61
Palmerston North	80,700	4	20,175	1,974	10.85
Horowhenua	31,020	2	15,510	-2,691	-14.78
Tararua	16,040	1	16,040	-2,161	-11.87
Total General	218,410	12	18,201		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150[#]	14			

difference is in rounding [^]indicative purposes only

Ruapehu (-50.55%), Rangitūkei (-29.12%), Horowhenua (-14.78%) and Tararua (-11.87%) are all over-represented whilst Manawatū at 59.61% is way under-represented. Differences in the various population estimates are in the rounding.

Options with combinations of constituent territorial authorities for consideration:

Option 4	Combining Whanganui with Rangitīkei
Option 5	Combining Ruapehu and Whanganui
Option 6	Combining Ruapehu and Whanganui and combining Rangitīkei and Manawatū
Option 7	Combining Ruapehu and Whanganui, combining Rangitīkei and Manawatū and combining Horowhenua and Tararua
Option 8	Combining Ruapehu with the rural subdivisions of Whanganui Community (leaving the rest of Whanganui District as a separate constituency)
Option 9	Combining Ruapehu and Rangitīkei

Option 4 – combining Whanganui with Rangitikei and 14 members including 2 Māori

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Ruapehu	9,000	1	9,000	-9,201	-50.55
Whanganui - Rangitikei	52,600	3	17,533	-668	-3.67
Manawatū	29,050	1	29,050	10,849	59.61
Palmerston North	80,700	4	20,175	1,974	10.85
Horowhenua	31,020	2	15,510	-2,691	-14.78
Tararua	16,040	1	16,040	-2,161	-11.87
Total General	218,410	12	18,201		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150#	14			

difference is in rounding [^]indicative purposes only

Ruapehu (-50.55%), Horowhenua (-14.78%) and Tararua (-11.87%) are all over-represented whilst Manawatū (59.61) is way under-represented.

Option 5: Combining Ruapehu and Whanganui into a single constituency and retaining the maximum number of 14 councillors including 2 Māori representatives:

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Whanganui -Ruapehu	48,700	3	16,233	-1,968	-10.81
Rangitikei	12,900	1	12,900	-5,301	-29.12
Manawatū	29,050	1	29,050	10,849	59.61
Palmerston North	80,700	4	20,175	1,974	10.85
Horowhenua	31,020	2	15,510	-2,691	-14.78
Tararua	16,040	1	16,040	-2,161	-11.87
Total General	218,410	12	18,201		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,170#	14			

difference is in rounding [^]indicative purposes only

Manawatū at 59.61% is way under-represented and Rangitīkei back on its own at -29.12% is over-represented. The other four constituencies are all hovering just outside the 10% margin and will also need LGC approval.

Option 6: Combining Ruapehu and Whanganui into a single constituency and combining Rangitīkei and Manawatū into a single constituency, retaining the maximum number of 14 councillors including 2 Māori representatives:

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Whanganui -Ruapehu	48,700	3	16,233	-1,968	-10.81
Manawatū -Rangitīkei	41,950	2	20,975	2,774	15.24
Palmerston North	80,700	4	20,175	1,974	10.85
Horowhenua	31,020	2	15,510	-2,691	-14.78
Tararua	16,040	1	16,040	-2,161	-11.87
Total General	218,410	12	18,201		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,170[#]	14			

difference is in rounding [^]indicative purposes only

All constituencies are non-compliant in terms of the +/- 10% threshold but the levels of non-compliance are well within a range that can be justified to the community and the LGC.

Option 7: Combining Ruapehu and Whanganui into a single constituency, combining Rangitīkei and Manawatū into a single constituency, combining Horowhenua and Tararua into a single constituency and retaining the maximum number of 14 councillors including 2 Māori representatives:

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Whanganui -Ruapehu	48,700	3	16,233	-1,968	-10.81
Manawatū -Rangitīkei	41,950	2	20,975	2,774	15.24
Palmerston North	80,700	4	20,175	1,974	10.85
Horowhenua - Tararua	47,060	3	15,687	-2,514	-13.81
Total General	218,410	12	18,201		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,170[#]	14			

difference is in rounding [^]indicative purposes only

All constituencies are non-compliant but the level of non-compliance is within a range that should be able to be justified to the community and the LGC. This option provides for three relatively even sized constituencies population wise each with either 2 or 3 councillors providing the opportunities that multi-members do for effective shared representation. Some communities are concerned with where representatives come from and consider there is an element of disenfranchisement if the candidates/elected members are not resident in the electorate and that may be an issue that also concerns the Council when considering the options. While it may not influence those thoughts, the legislation requires that every member elected to the Council takes an oath that they will endeavour to their best for the whole of the region.

Option 8: Combining Ruapehu with the rural subdivisions of Whanganui Community (leaving the rest of Whanganui District as a separate constituency)

Combining the rural subdivisions of Whanganui Community (total population 5,890) with Ruapehu and apportioning the estimated GEP (4,862) to Ruapehu and from Whanganui Urban with a total of 14 elected members including Māori representatives. Where new constituencies are being contemplated it has been necessary to calculate an apportioned population estimate because the Department of Statistics information is not provided at mesh block level. The apportionment is noted in the example tables.

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Ruapehu-Whanganui Community	13,863 [#]	1	13,863	-4,338	-23.83
Whanganui Urban	34,837 [#]	2	17,419	-782	-4.30
Rangitikei	12,900	1	12,900	-5,301	-29.12
Manawatū	29,050	1	29,050	10,849	59.61
Palmerston North	80,700	4	20,175	1,974	10.85
Horowhenua	31,020	2	15,510	-2,691	-14.78
Tararua	16,040	1	16,040	-2,161	-11.87
Total General	218,410	12	18,201		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150[#]	14			

difference is in rounding

[^]indicative purposes only

[#]apportioned population estimate

Manawatū at 59.61% is way under-represented and Rangitikei back on its own at -29.12% is over-represented. Ruapehu with the Whanganui rural area is much closer to compliance, Whanganui Urban does comply, and the other three constituencies are all hovering just outside the 10% margin and will still need LGC approval.

Option 9: Combining Ruapehu and Rangitikei

Combine Ruapehu and Rangitikei Districts with a total of 14 elected members including Māori representatives.

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Ruapehu - Rangitikei	21,900	1	21,900	3,699	20.32
Whanganui	39,700	2	19,850	1,649	9.06
Manawatū	29,050	2	14,525	-3,676	-20.20
Palmerston North	80,700	4	20,175	1,974	10.85
Horowhenua	31,020	2	15,510	-2,691	-14.78
Tararua	16,040	1	16,040	-2,161	-11.87
Total General	218,410	12	18,201		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150[#]	14			

difference is in rounding [^]indicative purposes only

Manawatū at -20.20% is now over-represented. Ruapehu combined with Rangitikei is under-represented at 20.32%. Whanganui is compliant. The other three constituencies are all hovering just outside the 10% margin and will still need LGC approval.

Potential Options 10, 11 and 12

Option 10	Single General Constituency
Option 11	Two General Constituencies – Palmerston North City and The Rest
Option 12	Two General Constituencies – Palmerston North City with Whanganui Urban (a non-contiguous constituency) and The Rest
Option 13	Two General Constituencies (Palmerston North/Whanganui/ Feilding/Levin Urban Non-Contiguous Constituency and the Rest as a Rural Constituency

Option 10 – Single General Constituency with Māori Constituency/ies

Option 10A – with 14 Elected Members

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
General Constituency	218,410	12	18,201 [^]	n/a	n/a
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150[#]	14			

difference is in rounding [^]indicative purposes only

Option 10B – with 13 Elected Members

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
General Constituency	218,410	11	19,855 [^]	n/a	n/a
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150[#]	13			

difference is in rounding [^]indicative purposes only

Option 10C – with 12 Elected Members

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
General Constituency	218,410	10	21,841 [^]	n/a	n/a
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150[#]	12			

difference is in rounding [^]indicative purposes only

Option 11 – Two General Constituencies – Palmerston North and the Rest with Māori Constituency/ies

Option 11 A – with 14 Elected Members

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Palmerston North City Constituency	80,700	4	20,175	1,974	10.85
Districts Constituency	137,710	8	17,214	-987	-5.42
Total General	218,410	12	18,201		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150[#]	14			

difference is in rounding [^]indicative purposes only

Option 11 B – with 13 Elected Members

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Palmerston North City Constituency	80,700	4	20,175	320	1.61
Districts Constituency	137,710	7	19,673	-182	-0.92
Total General	218,410	11	19,855		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150[#]	13			

difference is in rounding [^]indicative purposes only

Option 11 C – with 12 Elected Members

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Palmerston North City Constituency	80,700	4	20,175	-1,666	-7.63
Districts Constituency	137,710	6	22,952	1,111	5.09
Total General	218,410	10	21,841		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150[#]	12			

difference is in rounding [^]indicative purposes only

Option 12 – Two General Constituencies – Palmerston North/Whanganui and the Rest with Māori Constituency/ies

Option 12 A – with 14 Elected Members

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Palmerston North City/Whanganui Urban Constituency	115,537 [#]	6	19,256	1,055	5.80
Districts Constituency	102,873 [#]	6	17,146	-1,055	-5.80
Total General	218,410	12	18,201		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150[#]	14			

difference is in rounding

[^]indicative purposes only

[^]apportioned population estimate

Option 12 B – with 12 Elected Members

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Palmerston North City/Whanganui Urban Constituency	115,537 [#]	5	23,107	1,266	5.80
Districts Constituency	102,873 [#]	5	20,575	-1,266	-5.80
Total General	218,410	10	21,841		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150[#]	12			

difference is in rounding

[^]indicative purposes only

[^]apportioned population estimate

Option 13 – Two General Constituencies (Palmerston North/Whanganui/ Feilding/Levin Urban Non-Contiguous Constituency and the Rest as a Rural Constituency, with Māori Constituency/ies

Palmerston North 80,700, Whanganui Urban 42,200, Feilding 15,500 and Levin 15,050 – total urban

Constituencies	Population*	Number of councillors per constituency	Population per councillor	Deviation from region average population per councillor	% deviation from region average population per councillor
Urban Palmerston North City/Whanganui/Feilding/Levin Constituency	153,450 ^o	7	21,921	80	0.37
Rural Districts Constituency	64,960 ^o	3	21,653	-188	-0.86
Total General	218,410	10	21,841		
Māori Constituency	35,740	2	17,870 [^]		
Total	254,150[#]	12			

difference is in rounding

^oindicative purposes only

[^]apportioned population estimate

Māori constituencies

In all options there is provision for two directly elected Māori representatives. A further decision needs to be made whether the 2 councillors will be elected from a single Māori Constituency covering the whole of Horizons Region or whether the Region will be divided into two separate constituencies each with a single representative. Further consultation with iwi and hapū on this point should be considered.

If there are to be two Māori constituencies then they must be constituted on the same basis as for general constituencies i.e. with distinct communities of interest, perhaps based on rohe, and provide for fair and effective representation.

All eligible persons can stand for election in Māori constituencies provided they are correctly nominated by two persons on the Māori Roll for the constituencies or each constituency. There is no distinction between mana whenua or maata waka and in fact a non-Māori person may well be nominated. The nominee does not need to be resident in the constituency they are nominated for either.

Darryl Griffin, electionz.com
9 June 2021

Appendix 1

Legislative Requirements:

REGIONAL COUNCILS		
Membership (including chairperson)	To be not less than six nor more than 14 members.	s19D
Basis of election	The region must be divided into constituencies. Councillors may not be elected partly by the electors of the region and partly by the electors of each constituency of the region. Councillors must be elected by the electors of each constituency of the region. Each constituency must elect at least one member.	s19E
Representation	<p>Arrangements must:</p> <ul style="list-style-type: none"> • provide effective representation of communities of interest within the region • ensure electors receive fair representation having regard to the +/-10% population rule provided in <i>section 19V(2)</i> • ensure that constituency boundaries coincide with current statistical meshblock areas • ensure that constituency boundaries, as far as practicable, coincide with the boundaries of one or more territorial authorities or the boundaries of wards. <p>Section 19V(3)(b) provides a ground for not complying with the +/-10% rule as set out in <i>section 19V(2)</i>. Constituencies may be defined in such a way that does not comply with the +/-10% rule if this is required to ensure effective representation of communities of interest.</p> <p>All exceptions to the +/-10% rule must be approved by the Local Government Commission. The approval of the Commission is required whether or not appeals or objections are lodged against a regional council's decision.</p>	s19U, s19V, s19X
As early as possible	Obtain the most up-to-date population estimates. Identify a range of possible representation models. Undertake preliminary consultation with the public on options.	Not legal requirements but recommended as good practice.

Appendix II: Maps of Constituency boundaries