

## Notice of Meeting:

I hereby give notice that an extraordinary Meeting of the Council will be held on:

**Date:** Thursday 16 August 2018  
**Time:** 9.30am  
**Meeting Room:** Council Chamber  
**Venue:** Municipal Building, Garden Place, Hamilton

Richard Briggs  
Chief Executive

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# Council

## OPEN AGENDA

### Item 15: Representation Review 2017/18

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#### Membership

Chairperson	Mayor A King
Deputy Chairperson	Deputy Mayor M Gallagher
Members	Cr M Bunting
	Cr J R Casson
	Cr S Henry
	Cr D Macpherson
	Cr G Mallett
	Cr A O'Leary
	Cr R Pascoe
	Cr P Southgate
	Cr G Taylor
	Cr L Tooman
	Cr R Hamilton

**Quorum:** A majority of members (including vacancies)

**Meeting Frequency:** Monthly – or as required

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Lee-Ann Jordan  
Governance Manager

**10 August 2018**

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# Council Report

**Committee:** Council **Date:** 16 August 2018  
**Author:** Lee-Ann Jordan **Authoriser:** David Bryant  
**Position:** Governance Manager **Position:** General Manager Corporate  
**Report Name:** Representation Review 2017/18

<b>Report Status</b>	<i>Open</i>
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## Purpose

1. To seek a resolution from the Council on an initial proposal for its review of representation arrangements.

## Staff Recommendation

3. That the Council:
  - a) receives the report; and
  - b) resolves, in accordance with sections 19H and 19J of the Local Electoral Act 2001, to adopt as its initial proposal for the review of representation arrangements for at least the 2019 triennial elections, one of the following options:
    - c) **OPTION 1 – status quo:**
      - i. the Hamilton City Council comprises 12 councillors elected under the ward system, plus the mayor elected ‘at large’
      - ii. the Hamilton City Council is divided into two wards, consisting of the following communities of interest:
        - I. **East Ward** (represented by six councillors), comprising the area to the east of the Waikato River as shown shaded blue in Attachment 1 (i.e. the current East Ward);
        - II. **West Ward** (represented by six councillors), comprising the area to the west of the Waikato River as shown shaded green in Attachment 1 (i.e. the current West Ward).
      - iii. no community boards are established as:
        - I. effective representation would not be enhanced by establishing community boards, having considered the identified communities of interest in terms of distinctiveness, representation, access and effective governance; and
        - II. if wards are confirmed, ward councillors are likely to provide sufficient representation of communities of interest and therefore ensure adequate representation and access between elected members and the population.

**OR**

- d) OPTION 2 – no wards ('at large'), retain 12 councillors, no community boards:
- i. the Hamilton City Council comprises 12 councillors, plus the mayor;
  - ii. the mayor and all councillors are elected by electors city-wide ('at large'), as shown in Attachment 2;
  - iii. no community boards are established as effective representation would not be enhanced by establishing community boards, having considered the identified communities of interest in terms of distinctiveness, representation, access and effective governance;
  - iv. the reason for the change to electing councillors 'at large' rather than through a ward system is to provide effective representation to Hamilton electors, reflecting the city has a relatively compact geographic area and that Hamilton's communities of interest are not geographically distinct, rather they are spread across the city;

**AND**

- e) submits the above initial proposal for the representation review for formal public consultation, including inviting submissions for a month-long period commencing no later than 30 August 2018.

## **Executive Summary**

4. The Council is currently reviewing its representation arrangements as it is required to do at least once every six years under the Local Electoral Act 2001 (LEA). The outcome of this review will apply for at least the 2019 elections.
5. The Council may conduct a further review in three years (2020/21) if it chooses, which would then coincide with the required review of the electoral system.
6. The representation review process must be undertaken according to the LEA and requires each council in New Zealand to consider three key factors:
  - a. To identify the city's communities of interest and their geographical boundaries;
  - b. To ensure effective representation of these communities of interest with consideration of factors such as:
    - the number of wards (if any), and their boundaries and names;
    - how councillors are elected; i.e. from wards, 'at large' (i.e. by the whole of the city) or a mix of both;
    - the number of councillors;
    - whether to establish community boards, and, if so, the arrangements for those boards.
  - c. To provide fair representation to electors, by ensuring that each councillor represents about the same number of people. The LEA sets out a formula (known as the '+/- 10% rule') that applies to wards to achieve population equity. This principle does not apply if councillors are elected 'at large'.
7. The Council resolved not to establish Maaori wards at its meeting on 18 October 2017 (refer to Minutes [here](#)) so this issue has been addressed already within the scope of this review.
8. The electoral system is also out of scope for this review as the Council is bound by a previous referendum until after the 2019 local authority elections (see paragraph 30).

9. A project team has been working on the representation review for around 14 months and has undertaken robust research and pre-consultation with the public over this period.
10. While pre-consultation is not a legislative requirement, it is strongly recommended by the Local Government Commission (LGC). It is useful to give Elected Members an understanding of public views about representation arrangements. The work so far has involved:
  - Stage 1:** Research and benchmarking (including the Community Profile Survey 2018 which had 1665 respondents).
  - Stage 2:** Initial pre-consultation - Online survey (12 June – 7 July with 420 respondents) which canvassed four options ('at large', status quo, more wards and mix of 'at large'/wards), the number of councillors and community boards.
  - Stage 3:** Further pre-consultation - Focus groups (25-26 July with 25 participants) which canvassed status quo vs 'at large' and the numbers of councillors and phone survey (23-27 July with 500 respondents).
11. Information presented at the Elected Member Briefing on 12 June 2018 can be found in Attachments 3 and 4 of this report.
12. Questions asked of the public became more focused as the pre-consultation phase progressed. This was based on feedback from Elected Members at the 12 June 2018 Briefing, which expressed an interest in gaining some insights into survey respondents' support for an 'at large' system and the current two ward system (status quo).
13. Elected members are required to consider information gathered through pre-consultation alongside practical and operational considerations for fair and effective representation for the city.
14. The Council is required to decide on a single initial proposal at its meeting on 16 August 2018 that reflects its preferred representation arrangements for the 2019 local authority elections.
15. A bespoke formal consultation process under the LEA must then be undertaken within strict legislative timeframes.
16. The formal consultation process must commence by 30 August 2018 with a public notice advising of the Council's initial proposal and inviting public submissions over at least a one-month period.
17. Public hearings of any submissions received will then be held on 9 October 2018.
18. A final proposal will be determined at the Council meeting on 30 October 2018.

## Background

### Legal Context

19. The representation review provides the opportunity for the Council to assess its representation arrangements to ensure these are fair and effective to meet our communities' needs and expectations. The review directly aligns with the purpose of local authorities to provide for democratic and effective local government (section 3, Local Government Act 2002).
20. The LEA requires every local authority to undertake a representation review at least once every six years. The Council's last review was undertaken in 2012, and it is therefore required to complete a review prior to the 2019 local authority elections.
21. [Part 1A of the LEA](#) sets out the requirements for a representation review. There are three key factors for the Council to consider:

- a. identifying the city's communities of interest and define their geographical boundaries;
  - b. ensuring effective representation of these communities of interest. This requires consideration of factors such as:
    - the number of wards (if any), and their boundaries and names;
    - how councillors are elected; i.e. from wards, 'at large' (i.e. by the whole of the city) or a mix of both;
    - the number of councillors;
    - whether to establish community boards, and, if so, the arrangements for those boards.
  - c. providing fair representation to electors, by ensuring that each councillor represents about the same number of people. The LEA sets out a formula (known as the '+/- 10% rule') that applies to wards to achieve population equity. This principle does not apply if councillors are elected 'at large'.
22. There is no requirement under the LEA for public consultation prior to the Council approving its initial proposal ('pre-consultation'). However, it is common practice for local authorities to undertake some form of pre-consultation with their residents on the key factors noted in paragraph 21. The project team undertook several pre-consultation activities (refer to paragraphs 55-102 below and Attachments 5, 6 and 7), to provide supplementary information to assist Elected Members with the decision they are required to make.
23. The LEA prescribes the process and timeline for undertaking the representation review.
24. Key dates for the representation review are:

Date	Activity
<b>16 August 2018</b>	The Council determines its initial proposal for public consultation.
<b>By 30 August</b>	Public notice of the Council's initial proposal is published. A one-month public submission period follows.
<b>9 October 2018</b>	Hearings to consider the public submissions on the Council's initial proposal (if required).
<b>30 October 2018</b>	The Council determines its final proposal for public consultation.
<b>By 13 November 2018</b>	Public notice of the Council's final proposal is published. A one-month public appeal/objection period follows.
<b>By 13 December 2018 (at the latest)</b>	If no appeals or objections are received, the Council's final proposal becomes the representation arrangements that will apply for the 2019 elections.  A public notice to this effect is published.
<b>By 15 January 2019 (or earlier)</b>	Any appeals/objections received are forwarded to the LGC for consideration.

<b>By 10 April 2019</b>	Determination by LGC on any appeals/objections received. A public notice of the determination is published.
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### Initial and final proposals

25. If there are no submissions received on the Council's *initial* proposal and that proposal complies with the LEA requirements for achieving fair representation then that proposal becomes the basis for election for the 2019 triennial elections (i.e. the representation arrangements that will apply for the 2019 election). A public notice is required to provide confirmation.
26. If any submissions are received, the Council will need to resolve a *final* proposal, following hearings, which will require a public notice to be published.
27. If no appeals or objections are received on the Council's *final* proposal and that proposal complies with the LEA requirements for achieving fair representation then that proposal becomes the basis for election for the 2019 triennial elections. A public notice is required to provide confirmation.
28. The Council's representation arrangement proposal will be determined by the LGC, where the Council's final proposal:
  - a. is the subject of any appeal and/or objection; and/or
  - b. does not comply with the requirements for achieving fair representation (i.e. the +/- 10% rule in the LEA, noted in paragraph 44).
29. The LGC issued guidelines on undertaking a representation review which the Council must take into consideration. They are available [here](#).

### What is out of scope

30. The choice of electoral system (i.e. First Past the Post or Single Transferable Voting) was not part of the current representation review. A poll held at the 2013 triennial elections determined that FPP would apply to the 2016 and 2019 triennial elections. The Council is required to consider this matter again in 2020 for the 2022 triennial elections.
31. The Council resolved not to establish Maaori wards at its meeting on 18 October 2017 so this issue is also not a consideration for the current review process.

### Current representation arrangements

32. Current representation arrangements, in addition to the mayor elected at large, are 12 councillors elected from two wards:

<u>Ward</u>	<u>Councillors</u>
East	6
West	<u>6</u>
	<b>12</b>

33. The current representation arrangements have applied since the 2010 triennial elections. The current ward boundaries are depicted in Attachment 1.

### Discussion

34. The Council is required to resolve an initial proposal on its representation arrangements before 31 August 2018.

## Requirements

### Identifying communities of interest

35. The first stage of the representation review process is to identify whether Hamilton has:
  - any identifiable communities of interest; and
  - whether those identified communities of interest are located in definable geographical areas, which would justify the establishment of wards.
36. The LGC Guidelines suggests that there are three aspects that councils should consider that can help to define a community of interest. They are:
  - peoples' sense of belonging to a clearly defined area (perceptual aspect);
  - a council's ability to identify and meet a community's need for infrastructure and human services with 'reasonable economy' (functional aspect); and
  - how a council can ensure that communities are effectively represented and the distributions and workload for councillors is equitable (political aspect).
37. The Council's decision on proposed representation arrangements needs to demonstrate that these arrangements reflect the perceptual, functional and political needs of the city.
38. The Council must weigh these community interests and needs against the practical, financial and operational considerations for the whole city.
39. A summary of findings relating to communities of interest can be found in paragraphs 54 to 63.

### Determining effective representation

40. Once Council has identified Hamilton's communities of interest, it must then determine how best to represent these communities. This involves determining the detailed arrangements for:
  - how councillors are elected - from wards, 'at large', or a mix of both;
  - the number of wards (if any), and their boundaries and names;
  - the number of councillors; and
  - establishing or not establishing community boards.
41. In making decisions on these arrangements, Council needs to ensure the following principles (section 4(1) of the LEA) have been recognised:
  - fair and effective representation for individuals and communities;
  - reasonable and equal opportunities to:
    - vote
    - nominate, or be nominated as, candidates; and
  - public confidence in, and public understanding of local electoral processes.
42. Effective representation must be achieved within the following statutory limits:
  - between 5 and 29 members (excluding the mayor).
43. The Council must consider (where practical) the following factors in determining effective representation for Hamilton City:
  - avoiding arrangements that may create barriers to participation;
  - not splitting recognised communities of interest between electoral subdivisions;

- not grouping together two or more communities of interest that have few common interests; and
- accessibility, size, and configuration of an area, including:
  - the population’s reasonable access to its councillors and vice versa;
  - the councillors’ ability to:
    - effectively represent the views of their electoral area; and
    - attend public meetings throughout the area and provide reasonable opportunities for face-to-face meetings.

Determining fair representation

44. When using a ward system, under the LEA, Council must determine that councillors fairly represent their constituents by ensuring the average population of each ward ratio is no more than a +/-10% variance. Specifically, this ensures all votes received by candidates should therefore hold approximately equal value. This is referred to as the ‘+/- 10% rule’. The requirements for this rule are as follows:

*Council must ensure that the population of each ward, divided by the number of councillors to be elected by that ward, produces a figure no more than 10% greater or smaller than the population of the city divided by the total number of councillors.*

45. Based on the 30 June 2017 population estimates, which all councils are required to use for the representation review, the Council’s current representation arrangements are well within the +/- 10% range:

Ward	Population	Current Members	Average	+/-10% Fit
East	87,100	6	14,516	Yes
West	<u>78,300</u>	<u>6</u>	13,050	Yes
	<b>165,400</b>	<b>12</b>		

Total population of 165,400 /12 councillors = 13,783 (+/- 10% range being 12,405 – 15,161)

Community Boards

46. As part of the representation review, the Council is required to consider whether or not to establish community boards.

47. The following matters should be considered when determining whether or not to establish community boards, as set out in the LGC Guidelines:

- will the proposal promote good local government of the parent district and the community area concerned?
- will the district and the community have the resources necessary to enable them to carry out their respective responsibilities, duties and powers?
- will the district and the community have areas that are appropriate for the efficient and effective performance of their role?
- will the district and the community contain a sufficiently distinct community of interest or sufficiently distinct communities of interest?
- will the district and the community be able to meet the decision-making requirements of section 76 of the Local Government Act 2002 to the extent that they are applicable?

48. Hamilton City Council does not currently have community boards, nor has it had any at any stage in the past.

### **Process**

49. The project team guiding the representation review was established in April 2017 and has followed a robust process to meet the Council's statutory obligations and deliver an evidence base to support the decisions it has to make. Council is required to address the following factors:
- identifying the city's communities of interest;
  - ensuring effective representation for those communities; and
  - providing fair representation of its constituents by councillors.
50. As a component of the review process, the Council must use population data from the last Census (2013) or the most recent population estimates from Statistics NZ (30 June 2017) as required by the LEA. The LGC has confirmed that the review process does not allow considerations for 'future growth'.
51. The Council is also required to make itself aware of, and have regard to, the views of its communities. Pre-consultation with the community is considered best practice for all councils.
52. The process that the project team has undertaken has involved a number of stages including:
- Stage 1: Research and benchmarking:
    - Census 2013
    - Statistics NZ 2017
    - desktop research (such as benchmarking what other Councils do)
    - Hamilton City Council statistics including the 2018 Community Profile Survey (1,665 respondents)
  - Stage 2: Initial pre-consultation:
    - online survey (420 respondents)
  - Stage 3: Further pre-consultation:
    - focus groups (x2)
    - phone survey (500 respondents)
  - Ongoing:
    - communication with Elected Members through briefings, informal meetings and project updates.
53. It is important to note that the data sets in the stages above are discrete data sets with individual parameters and thus results cannot be aggregated. However, the findings of these separate data sets are complementary and should be read and interpreted as such.

## Research and Findings

### Stage 1 – Research and benchmarking

54. This stage was focused on understanding Hamilton's communities of interest. The project team has used data (as required under the LEA) from Census 2013 and Statistics NZ 2017 population estimates. This data was supplemented by additional data from the 2018 Hamilton City Council Community Profile Survey (1,665 respondents), to provide a more comprehensive basis to support Elected Members in their decision-making. A detailed briefing paper of this analysis was provided to Elected Members on 12 June 2018 and is available in Attachment 3.

#### Key findings from Stage 1

55. The city has experienced significant growth since the last representation review, and Hamilton's demographic profile is very diverse and is characterised by:
- a youthful population;
  - a high proportion of Maaori;
  - a diverse range of ethnic groups; and
  - a large variance in terms of socio-economic deprivation.
56. Hamilton does not have clearly defined and identifiable communities of interest.
57. Hamiltonians' sense of belonging tends to be aligned to the suburb and side of the Waikato River on which they live.
58. People tend to traverse the whole city in their day-to-day lives.
59. The Waikato River does significantly influence where families send their children to school.
60. The Waikato River does not primarily influence where people work. However, people living on the west side of the river are more likely to also work on the west side of the river. Note the three main employee hubs are located on the west side of the river.
61. People living in the northern part of Hamilton tend to shop at The Base and people living in the southern part of Hamilton tend to shop in the CBD.
62. Of the 1,626 people who responded to the 2018 Community Profile Survey question that asked respondents to share their views on whether the current east/west ward system provided them with fair and effective representation:
- 585 or 36% thought the current arrangements provided adequate representation
  - 276 or 17% did not agree that the current arrangements were adequate
  - 764 or 47% did not know.
63. Of those 1,665 people, 329 provided commentary on how the current representation arrangements represented them, with the main comments being:
- Hamilton is diverse and with the current ward structure some areas are being under-represented (32 of 329 people)
  - the current elected members do not represent me well (23 of 329 people)
  - I would prefer to vote 'at large' (51 of 329 people)
  - I would support an increase in wards (41 of 329 people).

64. Benchmarking showed that Hamilton is the fourth largest council in New Zealand (behind Auckland, Christchurch and Wellington) and, relative to most other councils, has a comparatively small number of councillors for the population they serve. This is shown in the table below (note Auckland is excluded from such tables due to its size and uniqueness).

**Councillor Numbers (excl. Mayor) in Comparison to Population**

Council	Number of Councillors	Estimated Population 30 June 2017	Council	Number of Councillors	Estimated Population 30 June 2017
Wellington	14	212,700	Tauranga	10	131,500
Hastings	14	49,900	Waimakariri	10	59,300
Clutha	14	17,550	Stratford	10	9,420
Hamilton	12	165,400	Thames-Coromandel	8	29,000
Nelson	12	51,400	Central HB	8	13,850
Hauraki	12	19,850	Kawerau	8	6,940

## Stage 2: Initial pre-consultation - Online survey

65. The online survey ran for four weeks from 12 June to 13 July 2018 and reached over 14,000 people on Facebook via a boosted post. The total of 420 responses represents 3% of those who viewed the post on Facebook.
66. The survey was promoted and distributed via several other channels including business community contacts and Community Advisors with iPads in busy locations around Hamilton.
67. The survey asked a number of questions about peoples' views on what Hamilton's representation arrangements should look like for the 2019 election and beyond. A detailed report of the results can be found in Attachment 5.

## Key findings from Stage 2:

### *Voting areas*

68. When asked how they wanted to vote for their councillors;
- 38% wanted an 'at large' system
  - 21% wanted to keep the current system (east/west wards)
  - 20% wanted to increase the number of wards
  - 20% wanted a mixed system.
69. Of the 38% who preferred an 'at large' system, 45% said that 'at large' would allow voters the chance to choose between all candidates. This would mean they could choose candidates who best represent them and not be restricted in this choice by where they live.
70. Of the 21% who preferred the status quo, 38% said they thought the current ward system worked well.
71. Of the 20% who preferred to increase the number of wards, three quarters thought the scale of diversity within the city was not adequately reflected by the current two wards.
72. Of the 20% who preferred a mixed system, 32% thought that it would provide the best of both worlds, i.e. it would enable voters to vote for the best candidate (without having their choice limited by where they live), while also providing a spread of representation across the city.

### Number of councillors

73. When asked how many councillors Hamilton should have:
- 50% wanted to keep the same number of councillors, i.e. 12 councillors
  - 30% wanted to decrease the number of councillors
  - 11% wanted to increase the number of councillors
  - 9% were undecided.
74. Of the 50% who wanted to keep the same number of councillors, the main comment (37% of the 50%) was it seemed about the right number to cover the interests and the size of the whole city.
75. Of the 30% who wanted to decrease the number of councillors, the main comment (19% of the 30%) was it would be more cost effective.
76. Of the 11% who wanted to increase the number of councillors, the main comment (24% of the 11%) was it would result in more diverse representation for the city, with more spread around the city.

### Community boards

77. When asked if they would like to see the introduction of community boards:
- 52% did not want to see community boards introduced
  - 32% did want to see community boards introduced
  - 16% did not know.
78. Of the 52% who did not want to see community boards established, 34% thought that it would introduce an unnecessary layer of bureaucracy.
79. Of the 32% who did want to see community boards introduced, 43% thought community boards would provide a better mechanism for engaging with local communities.

### How we communicated these results

80. At the 12 June 2018 briefing with Elected Members, the project team presented Elected Members with a detailed update of all research compiled to date.
81. An outcome of the research and benchmarking work was an options paper that was tabled which summarised six potential representation scenarios that were consistent with the data. These options included:
- Option 1:** Two wards – East/West (status quo)
  - Option 2:** No wards – councillors voted ‘at large’
  - Option 3:** Two wards – North/South
  - Option 4:** Three wards – North, South-East and South-West
  - Option 5:** Four wards – North-East, North-West, South-East and South-West
  - Option 6:** Mixed system – with any of the potential ward options as listed above
82. Elected Members expressed an interest in understanding more about what the public thought about **Option 1** (status quo) and **Option 2** (‘at large’). The briefing document summary and the options paper are Attachments 3 and 4 of this report.

## **Stage 4: Further pre-consultation – focus groups and phone survey**

### Focus groups

83. Two focus groups were conducted with a subset of the respondents to the online survey. Participants were drawn from a pool of 109 people who had indicated through the online survey a willingness to be involved. A detailed report can be found in Attachment 6.

84. These sessions were designed to gauge the motivations behind people's preferences for the two options Elected Members had indicated they wished to further explore with the public - 'at large' and status quo (the current two ward system).
85. In total 24 people attended the focus groups. Obviously with these numbers and given participants self-nominated, this data set is not statistically significant, nor necessarily representative of the population. However, the focus groups provided an opportunity to hear the views participants held about status quo and 'at large' and the intentions behind these views.
86. Participants also shared their reasoning for more, less or the same number of councillors.

#### Key findings from focus groups

87. Several main themes were identified through the course of the focus groups as key motivations driving participants' preferences. The themes were a need for:
  - diversity on Council
  - better choice of councillors - (bigger/better pool of quality candidates)
  - better access to councillors.
88. Other observations of note regarding people's motivations and preferences, included:
  - arguments to support one representation model were often also used as arguments to support the alternative model;
  - staff observed a degree of misunderstanding concerning local government representation arrangements and participants themselves acknowledged limitations in their general understanding of these arrangements.
89. A clear majority of participants stated their preference for the same number of councillors, noting 12 "felt about right".
90. Out of scope for discussion, (as these matters are not in the control of Hamilton City Council for 2019 or are governed by central government legislation), but raised by participants during the focus groups were:
  - candidate criteria
  - voting system (including online voting)
  - campaign spending limits.

#### Phone Survey

91. A phone survey was conducted by Versus Research with 500 Hamilton residents during July 2018. The results of this survey can be found in Attachment 7.
92. The questions in this survey asked people to identify what they viewed as their community, whether they preferred to choose their councillors from an 'at large' or status quo system (the two options Elected Members indicated they wished to further explore with the public), and how many councillors they thought Hamilton should have.

#### Key findings from phone survey

##### *Sense of belonging*

- a majority (54%) of residents felt their community was the area where they live;
- 40% stated they felt their community was the whole city.

##### *Voting areas*

- a majority (60%) preferred to choose their councillors using an 'at large' system;
- a third (33%) preferred the current system (east/west wards);
- the primary reason for choosing the 'at large' system was that Hamilton is one community and should be treated as one (21% of the 60%);

- the primary reason for choosing the current (east/west ward) system was that councillors would have a better understanding of their local community (34% of the 33%).

*Number of councillors*

- a majority (55%) of residents thought the number of councillors should remain the same (12 councillors); 30% thought it should be less and only 4% thought there should be more councillors;
- the primary reason for choosing to retain the current number of councillors was that they thought the current number was working fine, so there was no need for change;
- the primary reason for preferring less councillors was to minimise cost;
- the primary reason for preferring more councillors was to match Hamilton's growth.

**Overall summary of findings from all stages of research and pre-consultation**

93. People hold a range of views about what arrangements will deliver the best results for the city.
94. The same reasons/rationale were often advanced for different options, i.e. it is fairer, would result in a better pool of candidates, would give the public better access to councillors and would result in a more diverse Council.
95. An 'at large' system was the individual option most people preferred in pre-consultation - 160 from the online survey, 300 from the phone survey. The most popular reasons from proponents for this were: they believed it would be a better fit for Hamilton as they think of the city as one community that should be treated as such; and it would allow voters to have a better choice.
96. In contrast to the above, more people overall indicated the status quo: 585 responded positively to the 2018 Community Profile Survey question about whether the current east/west ward arrangements adequately represented them, 88 preferred status quo through the online survey and 165 through the phone survey.
97. From the online survey, the majority (41%) of people preferred a ward system (those for status quo or more wards), over an 'at large' system (38%).
98. An indication that a significant proportion of the public chose not to engage with the pre-consultation is evidenced by only 420 responses from 14,000 views of the online survey.
99. Focus groups provided acknowledgement from participants that these matters are complex, and from a number of participants, an acknowledgement that their understanding of representation arrangements was limited. Some participants changed their preferences after hearing alternative arguments and/or facts about various points. For instance: campaign spending limits, councillor remuneration, and candidate criteria.
100. Additionally, a number of people (764 or 47%) of respondents to the 2018 Community Profile Survey question about whether the current east/west ward arrangements adequately represented them, "did not know".
101. Staff noted there is a clear need to provide better public education around civic matters in light of the observed confusion about how representation arrangements work, what is within the control of councils, and what is mandated by central government.
102. The focus groups provided a strong indication that people:
  - i. want the calibre and the breadth of the candidate pool to improve;
  - ii. want a greater ability to choose candidates that better represent them; and
  - iii. are not sure what the best mechanisms to achieve these outcomes might be.

## **What does this mean?**

103. LGC Guidelines state the review purpose is to seek fair and effective representation for all individuals and communities of interest, and must not be limited to reflecting community views on particular aspects of arrangements.
104. The quantitative and qualitative data collected through the research and benchmarking and pre-consultation phases are provided to assist the Council in making its decision on the best representations arrangements for the city for 2019 and potentially beyond.
105. The data collected through pre-consultation is one of many factors Elected Members must consider and should be read and interpreted alongside the broader research.
106. The evidence base as a whole as well as its individual components needs to be considered and weighted accordingly in this broader context. No individual component should be used as the sole justification for a particular representation option.

## **Options**

### **Context**

107. The Council is required to consider representation arrangements that include all the following points:
  - whether councillors (other than the mayor) are to be elected by electors of the city ('at large'), by electors of two or more wards, or by a mix of electors of the city ('at large') and electors of wards;
  - the proposed number of councillors to be elected in each category (i.e. one of 'at large'/for each ward/mix of at large and wards);
  - where wards are selected, the proposed names and boundaries of each ward; and
  - whether there should be community boards, and if so the nature and structure of the community board/s.
108. Based on the research from Stage 1, the online survey went live on 12 June 2018 and closed on 13 July 2018. This survey canvassed the public's preferences on four options for voting areas:
  - status quo (current East/West wards)
  - 'at-large'
  - increase in the number of wards (more than two)
  - mixed system (combination of wards and 'at large').
109. The online survey also tested whether the public wanted more, less or the same number of councillors (currently 12), and whether they thought Hamilton City Council should introduce community boards.
110. The online survey questions were designed to solicit data to better inform a set of initial options staff had identified as 'reasonably practicable' based on Stage 1 research findings in relation to Hamilton's communities of interest.

111. An options paper which set out these six 'reasonably practicable' options was presented to an Elected Member Briefing on 12 June 2018 (Attachment 4). The six options were:

Option 1 - (status quo)

- two wards (current East/West wards), retain 12 councillors, six councillors per ward, retain the current ward names and boundaries, no community boards.

Option 2 - ('at large')

- no wards ('at large'), retain 12 councillors, no community boards.

Option 3 - (two wards North/South)

- two wards (boundaries still to be determined but could be North/South wards), retain 12 councillors, six councillors per ward, wards to be named, no community boards.

Option 4 - (three wards)

- three wards (boundaries still to be determined but could be North, South-East and South-West wards), increase to 14 councillors (to comply with section 19V of LEA 2001 +/- 10% rule), wards to be named, no community boards.

Option 5 - (four wards)

- four wards (boundaries still to be determined but could be North-East, South-East, North-West and South-West wards), increase to 15 councillors (to comply with section 19V of LEA 2001 +/-10% rule), wards to be named, no community boards.

Option 6 – (mixed system)

- up to four wards (boundaries still to be determined), retain 12 councillors, (by way of example only, 3 councillors elected per ward where there are two wards and six councillors elected 'at large'), wards to be named should more than two, no community boards.

112. At the briefing, Elected Members expressed an interest in focusing on Option 1 (status quo) and Option 2 (at large). Staff were asked to explore those options in more detail. There was some interest in further increasing the number of wards if the survey results showed strong support for this.

**Explaining what the representation arrangements would look like under the focus options:**

113. OPTION 1 – status quo:

- i. the Hamilton City Council comprises 12 councillors elected under the ward system, plus the mayor elected 'at large';
- ii. the Hamilton City Council be divided into two wards, consisting of the following communities of interest:
  - **East Ward** (represented by six councillors), comprising the area to the east of the Waikato River as shown shaded blue in Attachment 1 (i.e. the current East Ward);

- **West Ward** (represented by six councillors), comprising the area to the west of the Waikato River as showed shaded green in Attachment 1 (i.e. the current West Ward):

Total Councillors	Total Population	Ward	Population	Candidates	Pop per councillor	-10% range	+10% range	Fit
12	165400	East	87100	6	14517	12405	15162	Yes
12	165400	West	78300	6	13050	12405	15162	Yes

Total population of 165,400 /12 councillors = 13,783 (+/- 10% range being 12,405 – 15,161)  
(Based on NZ Statistics population estimates June 2017)

iii. no community boards are established as:

- effective representation would not be enhanced by establishing community boards having considered the identified communities of interest in terms of distinctiveness, representation, access and effective governance; and
- if wards are confirmed, ward councillors are likely to provide sufficient representation of communities of interest and therefore ensure adequate mechanisms of representation and access between elected members and the population.

114. OPTION 2 – no wards ('at large'), retain 12 councillors, no community boards:

- the Hamilton City Council comprises 12 councillors, plus the mayor;
- the mayor and all councillors be elected by electors city-wide ('at large'), as shown in Attachment 2;
- no community boards are established as effective representation would not be enhanced by establishing community boards having considered the identified communities of interest in terms of distinctiveness, representation, access and effective governance;
- the reason for the change to electing councillors 'at large' rather than through a ward system is to provide effective representation to Hamilton electors, reflecting the city has a relatively compact geographic area and that Hamilton's communities of interest are spread across the city rather than being geographically distinct;

115. It is the responsibility of the Council to weigh each stage of analysis and consultation as provided in this report and to choose the option that best represents Hamilton's communities of interest.

## Financial Considerations

### Project Costs

116. The representation review has an approved budget of \$153,200. Costs incurred over the past 14 months amount to approximately \$63,500, made up of:

- \$38,000 for project management/research staff time;
- \$11,500 for consultants (Council's Electoral Officer, Dale Ofoske of Independent Elections Services);
- \$14,000 for other project expenses (including phone survey, design, and advertising).

117. The project has been funded across three financial years from the existing elections and polls budget (2017/2018), risks and opportunities (2017/2018), and funding for elections and polls in Years 1 and 2 of the 2018-2028 10-Year Plan.

118. Governance staff time has been covered by existing operational budgets in all financial years.

### **Financial Implications**

119. There are potential financial implications to changing the Council's representation arrangements, the exact nature of which will be dependent on the proposal to be implemented. These could include the following:
- a. *Chamber and office facilities:* Costs may be incurred if a re-fit is required of the Chamber and Councillor offices to accommodate additional councillors;
  - b. *IT equipment:* more/less IT equipment (laptop, mobile phones, iPads etc) may be required, though this would not be expected to be significant;
  - c. *Elected Member expenses:* An increase/decrease in budget required to meet member expense claims, though this would not be expected to be significant;
  - d. *Governance support:* Staff and other resources may need to be reviewed to support an increased number of councillors, though this would not be expected to be significant;
  - e. *Election costs:* These may be affected by a change in the number of councillors and/or how councillors are elected (e.g. a mixed system of councillors elected by ward and 'at large'), though this would not be expected to be significant.
120. These matters have not been costed as they are consequential rather than material considerations in relation to the Council's decision on effective and fair representation arrangements, as detailed in the LGC Guidelines.
121. The project team note that the total cost of councillors' remuneration is not expected to be a consideration under any proposal selected by the Council. The Remuneration Authority's proposed framework to come into effect from the 2019 local authority elections, is based on a funding pool for all councillor remuneration determined by the Authority, to be allocated in full between councillors regardless of the number representing the city.

### **Legal and Policy Considerations**

122. Staff confirm that the options for the Council's initial proposal on representation arrangements comply with the Council's legal and policy requirements.
123. The legislative requirements of the representation review are detailed in paragraphs 19-31 above.

### **Cultural Considerations**

124. The Council resolved not to establish Maaori wards at its 18 October 2017 meeting, rather, to explore alternative representation arrangements for Maaori. The proposal that was subsequently prepared concerning these arrangements was approved by the Council at the 2 August 2018 Council meeting, resulting in committee membership for Maaori on four of Council's committees enabling the appointment of up to five Maaori representatives.

### **Risks**

125. The public can appeal, or object to, the Council's *final* proposal for its representation arrangements (to be determined at the 30 October 2018 Council meeting, following public hearings) within a one-month period from the public notice of the final proposal. If any appeals or objections are received, the Council is required to send its *final* proposal, with all supporting documentation and appeals/objections lodged, to the LGC for determination.

126. In this event, the LGC would consider the robustness of the process followed by the Council and it may also form an opinion on matters which are within the scope of the review.
127. While it is not possible to eliminate the possibility of an objection or an appeal of the Council's final proposal being lodged, staff are confident that the process that has been undertaken to date has been thorough and evidence-based. This includes:
  - a. significant pre-consultation with the public and informal discussions with Elected Members;
  - b. comprehensive record-keeping and robust record management by the project team;
  - c. compliance with the LEA and LGC Guidelines; and
  - d. ongoing communication with, and support from, the Council's electoral officer.
128. Some members of the public may be disappointed that only one option is presented in the Council's initial proposal. However, this is a requirement of the LEA. Staff will reference the other options considered by the Council in the collateral that is produced as part of the consultation on the initial proposal.

## **Significance & Engagement Policy**

### **Significance**

129. Reviewing the key considerations in this report against the Significant and Engagement Policy has resulted in an assessment of the matters in this report as having a medium level of significance.
130. Regardless, as these matters are subject to a bespoke consultation process under the LEA, a formal public engagement process is required. This process is set out in paragraph 133– 134 below.
131. The assessment of significance may change when the final proposal is determined.

### **Engagement**

132. The pre-consultation undertaken by the project team is detailed in this report.
133. The formal consultative process commences with a public notice of the initial proposal by 30 August 2018, which enables the public to make submissions for a period of at least one month.
134. Consultation collateral will be prepared by the project team to be ready at the same time as the public notice. The LEA does not require any consultation documents other than the public notice, however it is considered good practice for such information to be provided to inform the public. The project team propose the following collateral:
  - a. a plain-English proposal paper (explaining the background to the representation review, a summary of the initial proposal and its rationale, maps, options explored up to the initial proposal, and an FAQ section) – online (hardcopy available on demand);
  - b. representation review [webpage](#);
  - c. formal submission form – online and hardcopy (available in Council offices and libraries);
  - d. 4 drop-in sessions;
  - e. social media postings;
  - f. email address for queries and comments.
135. The project team will update Elected Members on the collateral to be used.

136. The submissions received will be considered by the Council at a Hearings Meeting on 9 October 2018, before a final proposal is resolved by the Council on 30 October 2018. Submitters will be given the opportunity to speak to their submission at the Hearings.

## **Attachments**

Attachment 1 - Map of Current East and West Wards

Attachment 2 - City Boundary Map 2016

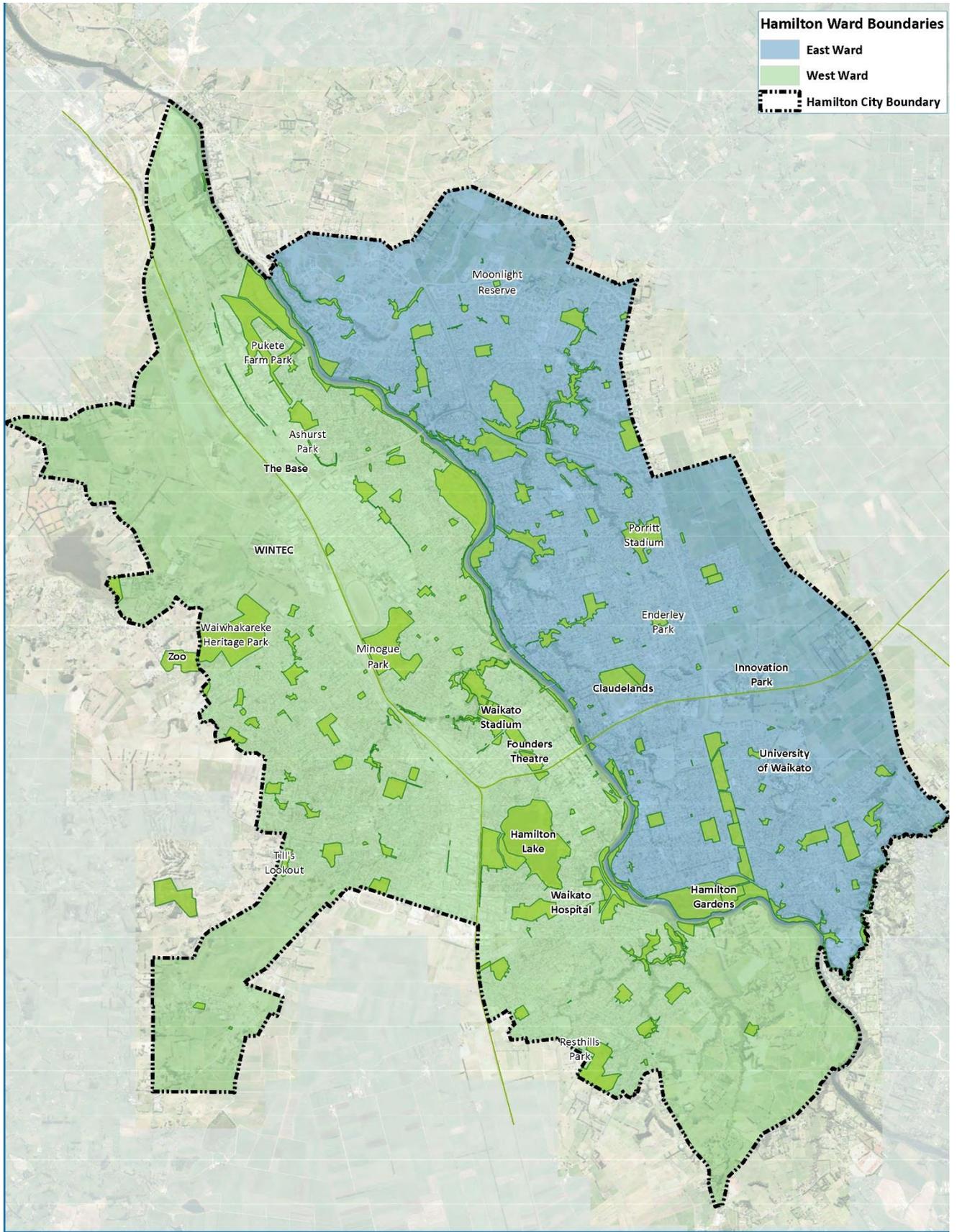
Attachment 3 - Elected Member Briefing Booklet (Communities of Interest) - 12 June 2018

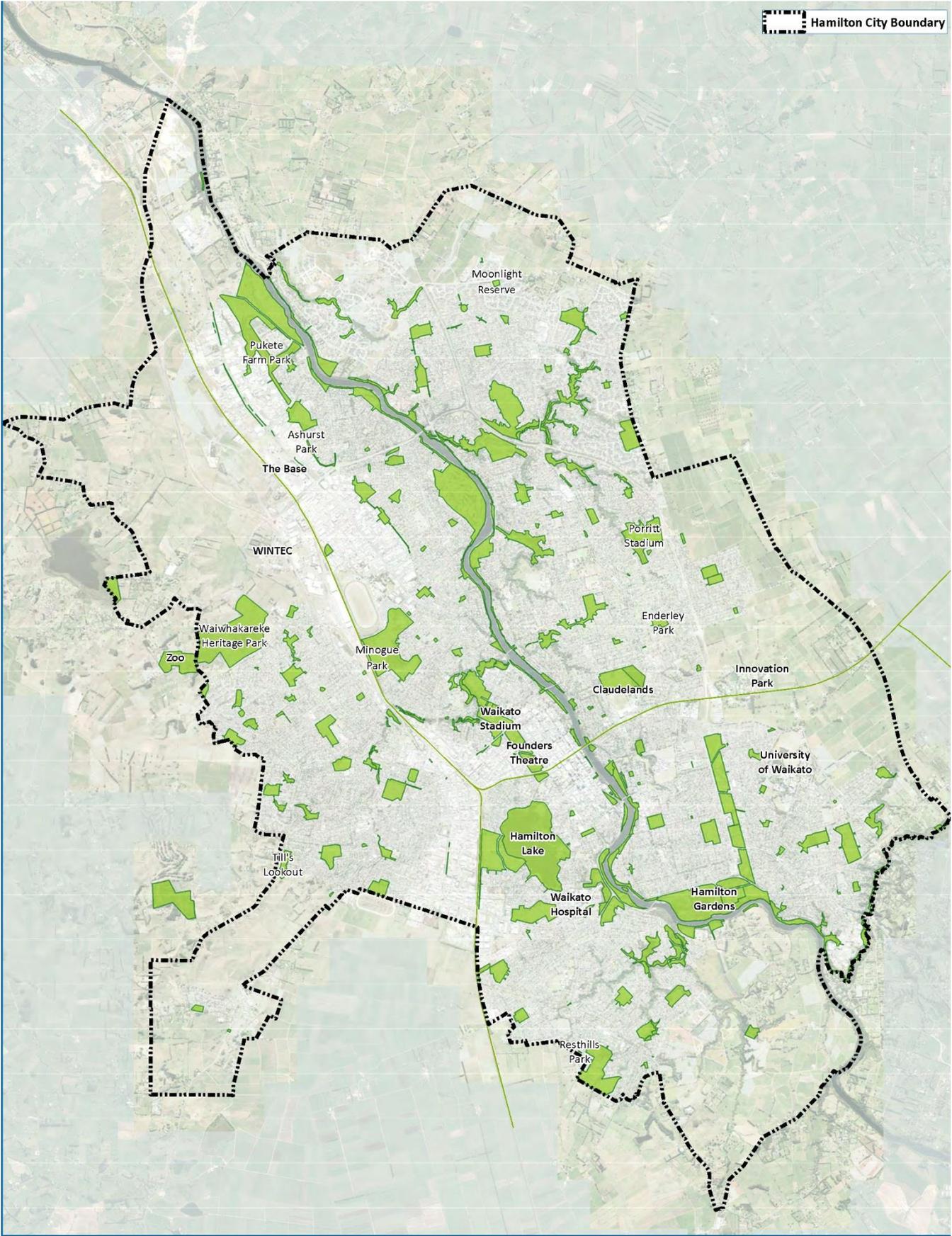
Attachment 4 - Elected Member Briefing Booklet (Options Report) - 12 June 2018

Attachment 5 - Representation Review - Online Survey Results - July 2018

Attachment 6 - Representation Review - Focus Group Report - August 2018

Attachment 7 - Representation Review - Phone Survey Results - August 2018





# Representation Review

2017-2019

Stage two: General representation

Elected Member Briefing

12 June 2018

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## Overview

Every six years, all councils are required to review their representation arrangements as required by the Local Electoral Act 2001. The purpose of this Representation Review is to establish whether the current arrangements for fair and effective representation meet our communities' needs and expectations. The Representation Review determines the detailed arrangements for:

- the number of voting areas (if any), and their boundaries and names
- how councillors are elected; from wards, 'at large' (i.e. by the whole city) or a mix of both
- the number of councillors
- whether or not to establish community boards.

If the Council receives **any** appeal or objection, it must refer its entire Representation Review to the Local Government Commission for judicial review. The Commission takes into account the original Council decisions in addition to the submissions, appeals and objections made. Therefore, during each stage of the Review process, Council needs to clearly demonstrate it has undertaken all relevant steps and considerations and that all statutory requirements have been met.

### Process

The Representation Review process is set out in the Local Electoral Act 2001 and involves:

1. identifying communities of interest
2. determining effective representation of those communities of interest by looking at the overall number of councillors and how they are elected (e.g. 'at large', by wards, or a mixture of the two)
3. determining that councillors fairly represent their constituents by ensuring the average population represented by each elected member is no more than a +/- 10% variance
4. determining whether or not to introduce community boards.

### Research

As per the guidelines set out by the Local Government Commission (LGC), councils are required to use population data from the last Census (2013) and the most recent population estimates from Statistics NZ (2017 in this instance). For the purpose of the Review, project staff have also incorporated findings from the Community Profile Survey. This provides an additional layer of information, with a strong evidence base, which will further support councillors in their decision-making. Here is a summary of these data sources:

- Census 2013
  - \* demographic information (age, ethnicity, socio-economic characteristics)
  - \* commuting data—home to work
- Statistics NZ 2017
  - \* population estimates
- Community Profile Survey 2018 (total of 1665 responses)
  - \* movement patterns (home to work, school, shopping)
  - \* sense of community and belonging
  - \* views on current representation arrangements

It should also be noted that Council must base all decisions relating to future representation arrangements on **current** population estimates (stats NZ 2017). The Representation Review process does allow considerations for 'future growth' (as guided by LGC guidelines).

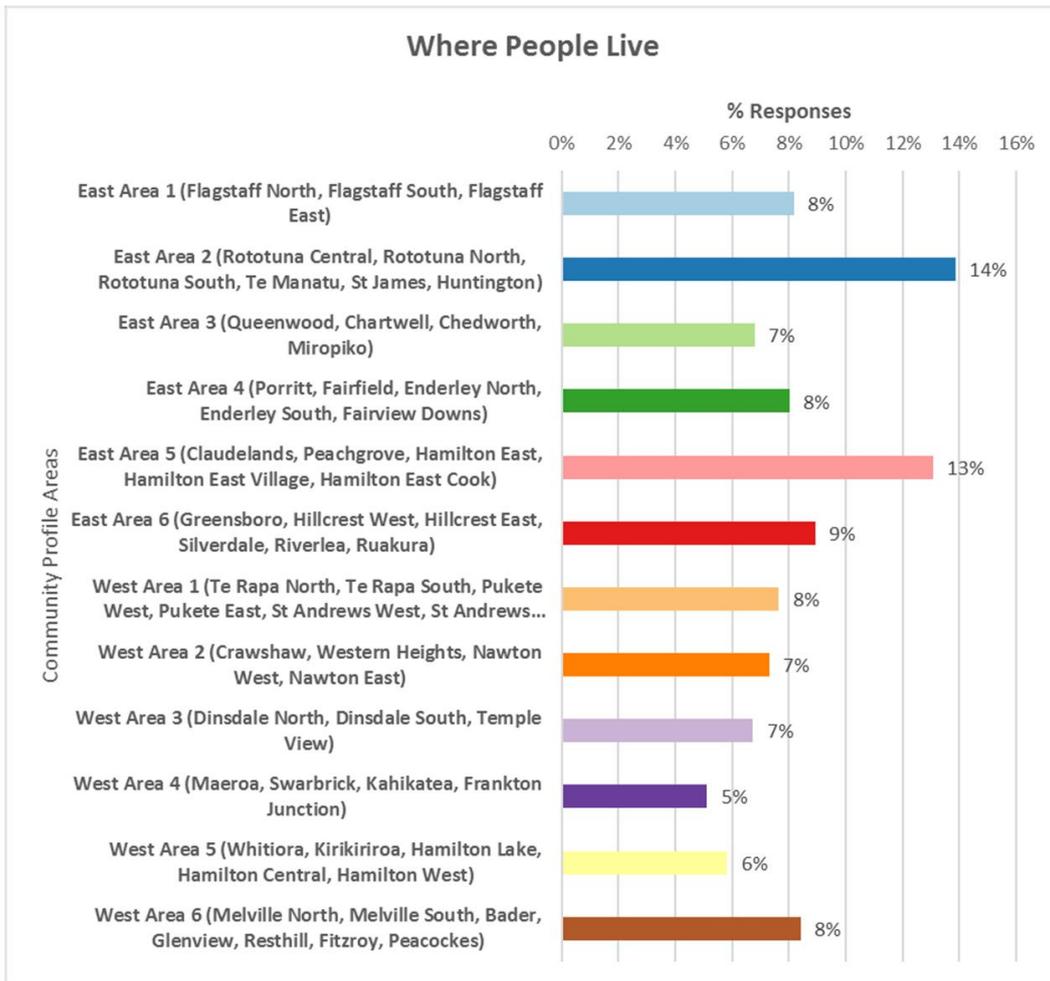
# Research—Community Profile Survey 2018

## A Summary of the Responses

The Community Profile Survey ran from 15 February to 30 April 2018. A total of 1665 people responded to the survey (approximately 1% of the total Hamilton population).

Here is a summary of what we know about the 1665 people who completed the Survey:

- 68% Female, 31% Male
- 65% European, 12% Maaori
- 59% live in the East ward, 41% live in the West ward
- 29% from the north-eastern quarter
- 30% from the south-eastern quarter
- 22% from the north-western quarter
- 19% from the south-western quarter



## Research

Research provided in this report refers to 12 Community Profile Areas within Hamilton. Community Profile Areas are identified by Hamilton City Council following each Census and form the basis for the Community Profiles. Each Profile Area is made up of varying area units (suburbs) with similar demographic and socio-economic characteristics. These Profile Areas were tested with residents and are defined as areas that residents would commonly understand their suburbs and neighboring suburbs to be. The 2018 Community Profile areas are:

Community Profile Area's 2018	Census Area Units/Statistical Area 1
East Area 1	Flagstaff North, Flagstaff South, and Flagstaff East
East Area 2	Rototuna North, Rototuna Central, Rototuna South, Te Manatu, St James, and Huntington
East Area 3	Queenwood, Chartwell, Chedworth, and Miropiko
East Area 4	Porritt, Fairfield, Enderley North, Enderley South, and Fairview Downs
East Area 5	Claudlands, Peachgrove, Hamilton East Village, Hamilton East Cook, and Hamilton East
East Area 6	Greensboro, Hillcrest West, Hillcrest East, Silverdale, Riverlea, and Ruakura
West Area 1	Te Rapa North, Te Rapa South, Pukete West, Pukete East, St Andrews West, St Andrews East, Beerescourt, and Forest Lake
West Area 2	Crawshaw, Western Heights, Nawton West and Nawton East
West Area 3	Dinsdale North, Dinsdale South, and Temple View
West Area 4	Maeroa, Swarbrick, Kahikatea, and Frankton Junction
West Area 5	Whitiora, Kirikiriroa, Hamilton Lake, Hamilton Central, and Hamilton West
West Area 6	Melville North, Melville South, Bader, Glenview, Resthill, Fitzroy, and Peacocke

### Pre-Consultation

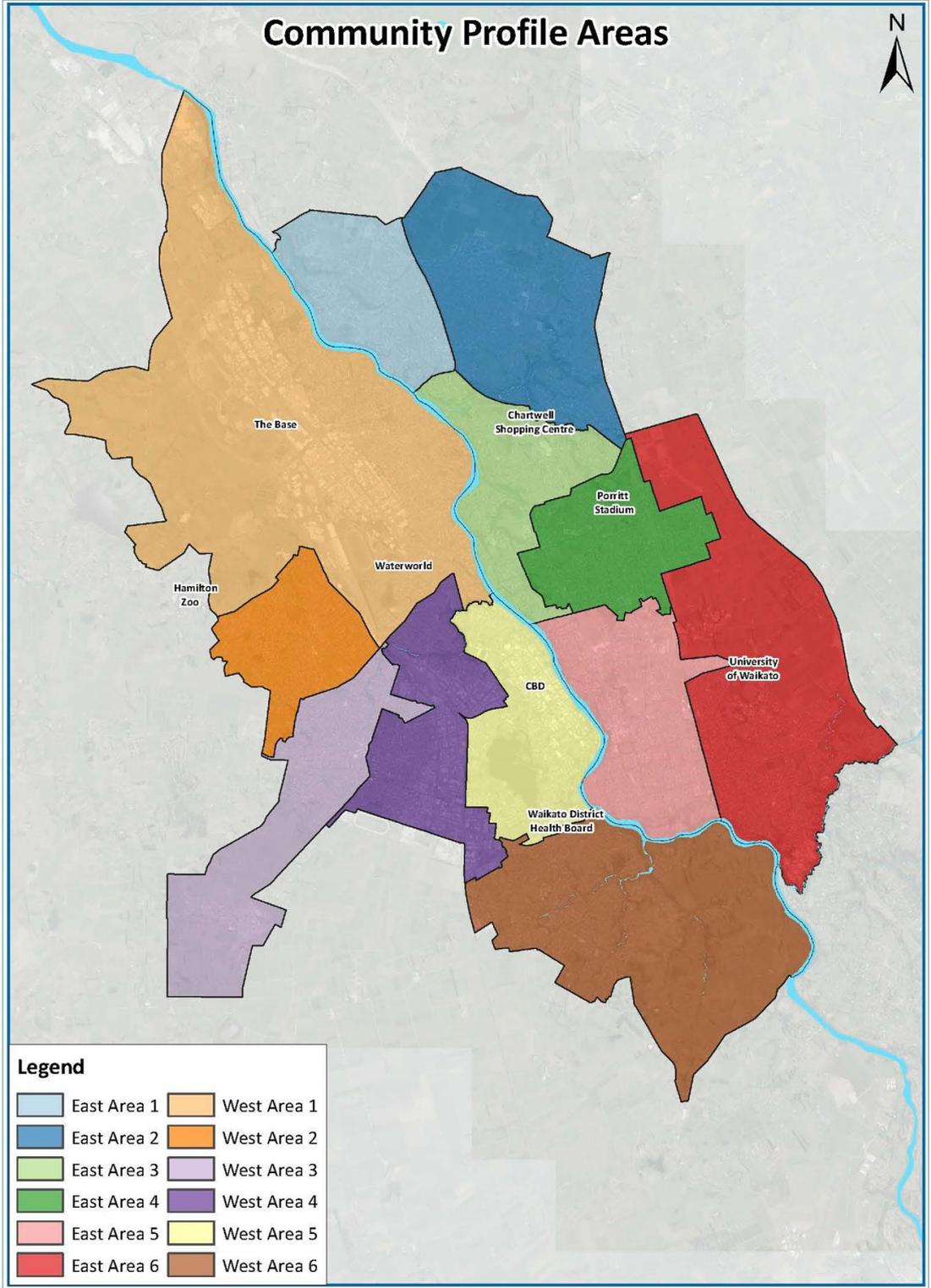
As part of the Representation Review process, Council is required to make itself aware of, and have regard to, the views of its communities. Pre-consultation with the community is considered best practice for all councils.

The project team is currently inviting the Hamilton public to have their say on how they want to be represented in the future (2019 onwards). A Pre-Consultation Survey (*online and in-person at selected sites*) asking the public about their views on wards, the number of councilors, and community boards is in progress. Results of this will be shared with elected members in July.

A number of focus groups with key stakeholders and members of the community who have chosen to take part will also be conducted during July. These will provide another forum for pre-consultation with our community and an opportunity to test potential representation arrangement scenarios with the community, as directed by elected members.

# Community Profile Areas

Item 15



Attachment 3

## Defining Communities of Interest

### Stage 1 – Defining Communities of Interest

LGNZ suggests that there are three aspects that councils should consider that can help to define a community of interest. They are:

- People’s sense of belonging to a clearly defined area (perceptual aspect)
- A council’s ability to identify and meet a community’s need for infrastructure and human services with ‘reasonable economy’ (functional aspect—and local activity patterns are a common measure for this aspect)
- How a council can ensure that communities are effectively represented and the distribution and workload for councillors is equitable (political aspect).

Characteristics of communities of interests’ perceptual and functional aspects can be reinforced by:

- distinctive physical and topographical features (e.g. rivers)
- similarities in economic or social activities carried out in the area
- similarities in the demographic characteristics of a community
- distinct local history of the area
- the rohe or takiwa (area/region) of local iwi
- dependence on shared facilities and services in an area.

Council’s decisions relating to proposed representation arrangements need to demonstrate that they reflect the perceptual and functional needs. Council should weigh these interests and needs against the practical, financial and operational considerations for the whole city.

### Other matters that should be considered

Wards representing communities of interest should be easily identifiable and have regard to boundaries defined and used by other government and statutory bodies. In terms of their size, there also needs to consideration for how responsive they are to local needs and the ability to service them.

## Communities of Interest Summary

### Key findings

- Hamiltonians' sense of belonging is limited but tends to be aligned to the suburb and side of the Waikato River on which they live.
- Hamiltonians traverse the whole city for different parts of their daily lives (as shown by Census data and supported by the Community Survey – see page 16).
- The Waikato River does not primarily influence where people work or shop. However, people living on the west side of the river are more likely to also work on the west side of the river. It is worth noting here that key employment hubs including The Base, the CBD, Frankton and Waikato Hospital are located on the west side of the river.
- The Waikato River does however significantly influence where families send their children to school, with most families opting to send their children to school on the same side of the river on which they live – see page 18).
- Most Hamiltonians don't have a strong opinion about whether the current east/west ward provides effective representation for them. However, some feel that there are communities within Hamilton that are being underrepresented as there is so much diversity within each ward (see page 21).
- The city has experienced significant growth since 2012 and this has changed the shape and diversity of the city (this is supported by growth data - see page 10).
- Demographic data highlights that there is significant diversity within each of our current two wards with respect to age, ethnicity and socio-economic status (see page 9).
- The areas of the city identified as having very distinct local histories are Hamilton East, Frankton and Hamilton West.
- Shopping patterns, as revealed through the Community Profile survey responses, show that people living in the northern part of Hamilton tend to shop at The Base and people living in the southern/central parts of Hamilton tend to shop in the CBD of Chartwell (see page 19).

## Demographic Summary (Census 2013)

Census data shows Hamilton is diverse. The following groupings can be made from the demographic data of Hamilton's 12 profile areas:

### Age Structure

- North-eastern areas of the city; (East Areas 1, 2, and 3) have a higher median age, and a higher proportion of people aged 65+
- North-western areas of the city; (West Area 1) have a higher median age, and a higher proportion of people aged 65+
- South-eastern areas; (East Areas 4, 5, and 6) have a younger population overall, and a lower proportion of people aged 65+
- South-western areas; (West Areas 2, 3, 4, 5, and 6) have a similar age profile to the Hamilton average.

### Cultural Diversity

- Northern areas of the city; (East Areas 1, 2 and 3 and West Area 1) have a high proportion of people of European descent, and less overall ethnic diversity with pockets that have higher proportions of people who identify themselves as Asian
- Southern areas of the city; (East Areas 4, 5 and 6 and West Areas 2, 3, 4, 5 and 6) are characterised by having larger proportions of ethnic diversity than the northern areas. There are pockets with a high proportion of people who identify as Maaori and Asian.

### Income

- North-eastern areas; (East Areas 1, 2 and 3) have higher median incomes, and higher proportions of people on incomes over \$50,000
- North-western areas; (West Area 1) have higher median incomes, and higher proportions of people on incomes over \$50,000
- South-eastern areas; (East Area 4, 5 and 6) have the lowest median incomes, and the highest proportion of people on incomes below \$20,000
- South-western areas; (West Areas 2, 3, 4, 5 and 6) have similar median incomes to the Hamilton average and higher proportions of low to middle income earners (\$20,000 - \$50,000)

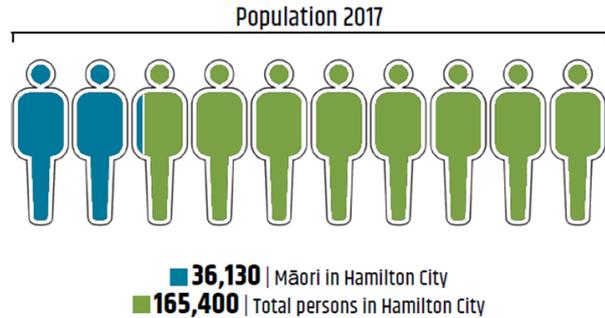
Council Profile Areas	Deprivation index 2013 Range/Average	Median Incomes	Ethnicity European 2013	Ethnicity Maori 2013	Ethnicity Asian 2013	Age 0-14 2017	Age 65+ 2017
East Area 1	Range: 1-2, avg. 1.5	\$38,250	71%	3%	12%	21%	15%
East Area 2	Range: 1-2, avg. 1.6	\$36,000	64%	3%	19%	23%	13%
East Area 3	Range: 3-9, avg. 6	\$33,400	69%	7%	8%	20%	16%
East Area 4	Range: 8-10, avg. 9.4	\$28,350	43%	20%	7%	25%	11%
East Area 5	Range: 7-10, avg. 8.4	\$24,300	55%	9%	11%	17%	11%
East Area 6	Range: 4-8, avg. 6.2	\$20,400	52%	7%	19%	14%	8%
West Area 1	Range: 3-7, avg. 5	\$32,140	68%	8%	7%	21%	15%
West Area 2	Range: 4 – 10, avg. 8	\$27,925	50%	16%	10%	24%	11%
West Area 3	Range: 5-8, avg. 6.7	\$30,400	55%	13%	6%	22%	12%
West Area 4	Range: 8-10, avg. 8.8	\$28,066	50%	15%	8%	22%	9%
West Area 5	Range: 7-9, avg. 8.5	\$29,600	47%	9%	22%	16%	11%
West Area 6	Range: 4-9, avg. 7	\$29,225	49%	13%	14%	23%	12%

# Population Characteristics of Hamilton City (Census 2013)

When considering representation, it is important to understand our population and how it is changing.

## KEY FACTS

- Hamilton City has 3.5% of New Zealand's population.
- Māori represent 22% of the total Hamilton population (Hamilton has the second largest Māori population of all 67 districts in New Zealand).



## POPULATION FIGURES (Statistics NZ)

### Current (June 2017)

Total Population: 165,400  
Total East Side: 87,100  
Total West Side: 78,300

### Previous (June 2011)

Total Population: 145,700  
Total East Side: 74,600  
Total West Side: 71,100

## POPULATION GROWTH

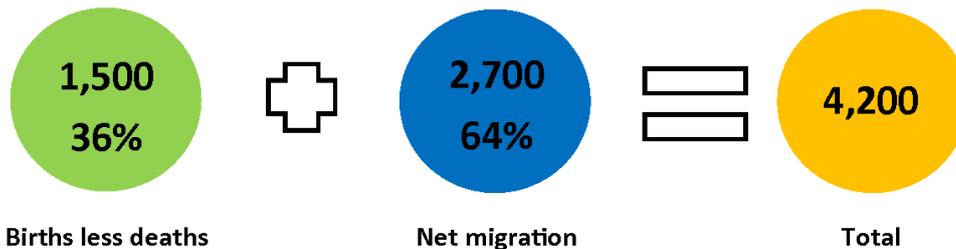
- Hamilton City experienced significant growth between 2013 and 2016.



Population Growth 2000-2017: Source Infometrics as at June 2017

## GROWTH SOURCES FOR 2017 (Statistics NZ 2017)

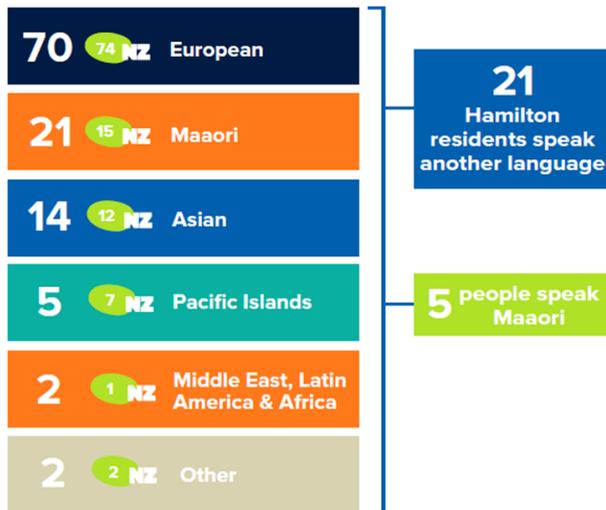
The population of Hamilton is changing via migration and natural increase (births minus deaths).



## Population Characteristics of Hamilton City (Census 2013)

### ETHNICITY % (Census 2013)

For every 100 people in Hamilton



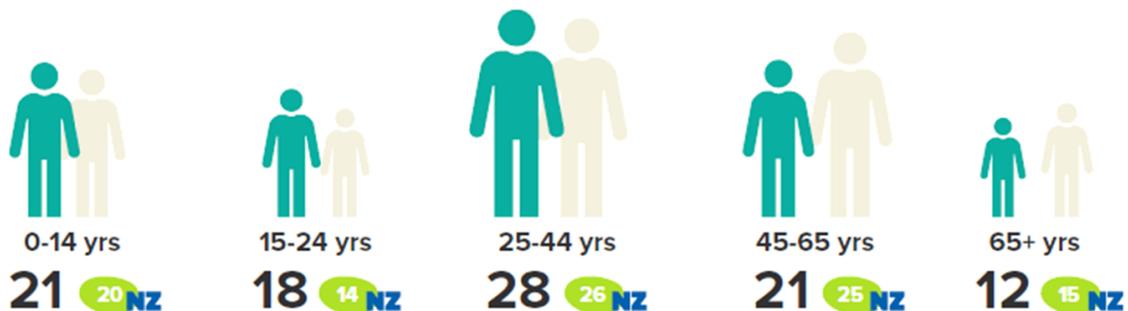
**Note:** Ethnic proportions do not add up to 100 percent because people can choose to associate or identify with multiple ethnicities. These ethnic proportions are not mutually exclusive.

### TRANSIENCE (Census 2013)

- A total of 60% of Hamilton's 2013 population lived in Hamilton in 2008.
- A total of 8% of Hamilton's 2013 population were born after 2008.
- A total of 7% of Hamilton's 2013 population were overseas in 2008.

### AGE % (Statistics NZ 2017—estimated as at June 2017)

For every 100 people in Hamilton

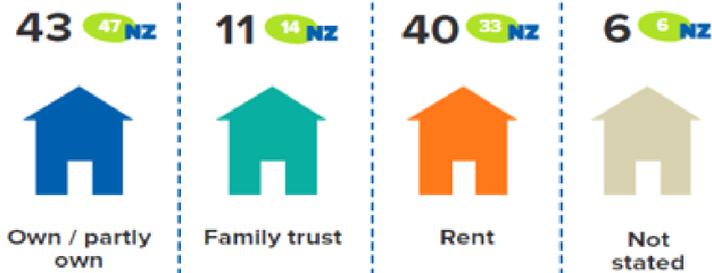


# NZ = New Zealand wide comparison

# Population Characteristics of Hamilton City (Census 2013)

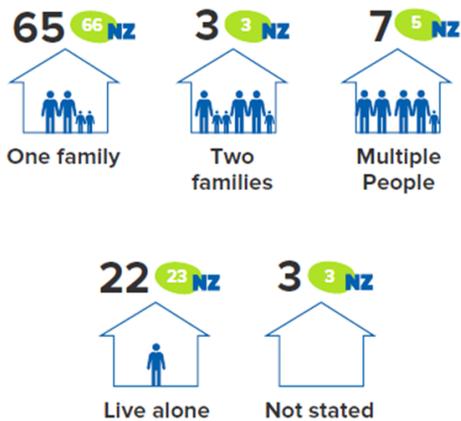
## HOME OWNERSHIP % (Census 2013)

For every 100 people in Hamilton



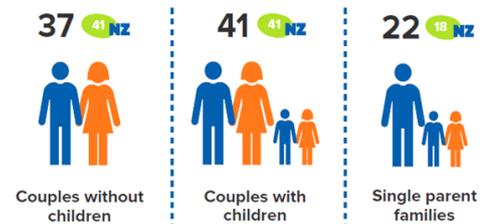
## TYPE OF HOUSEHOLDS PEOPLE LIVE IN % (Census 2013)

For every 100 people in Hamilton



## FAMILY TYPE % (Census 2013)

For every 100 people in Hamilton



## HOME OWNERSHIP BY PROFILE AREA (Census 2013)

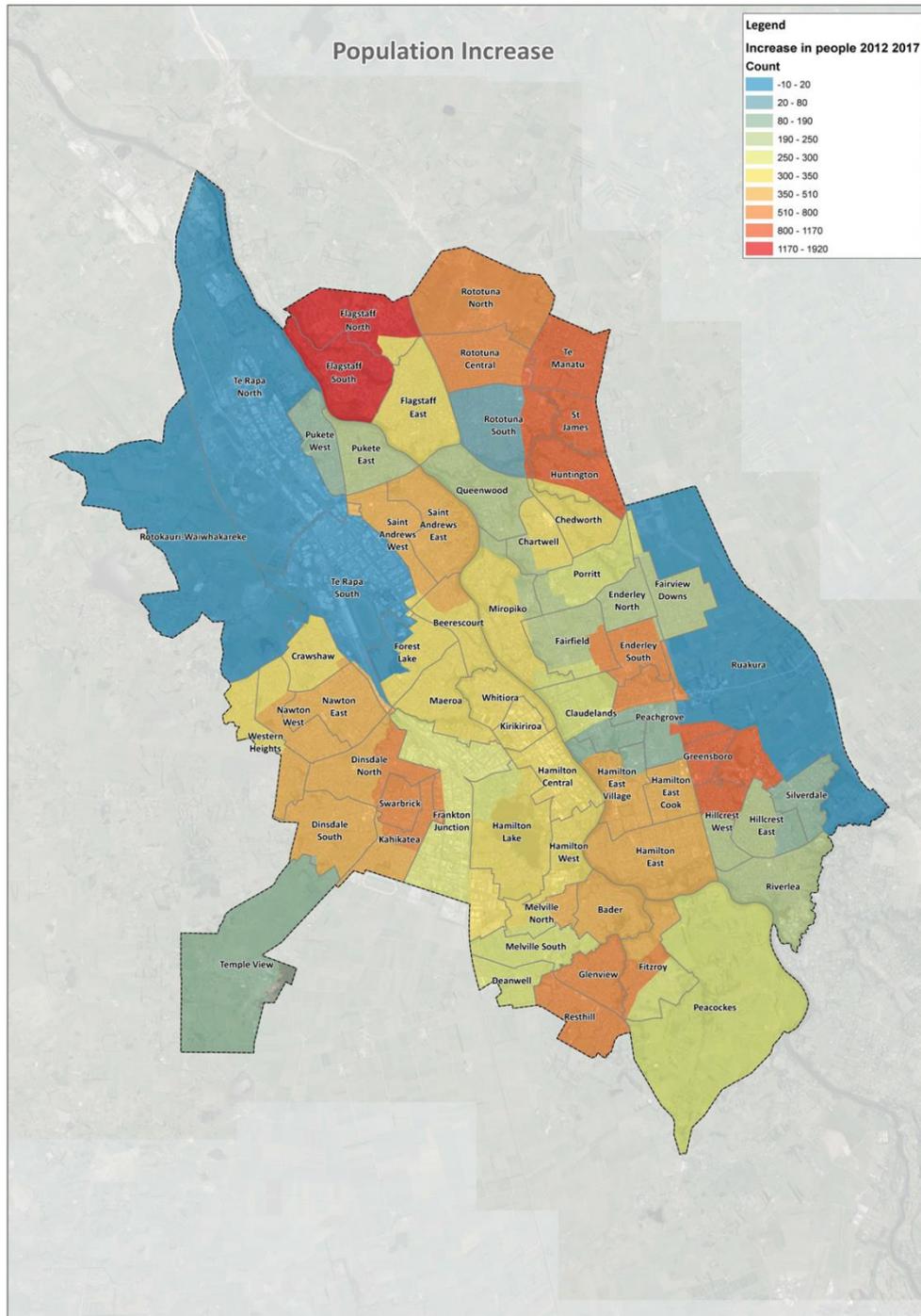
	Own/partly own	Family trust	Rent
East Area 1	60%	19%	17%
East Area 2	55%	19%	23%
East Area 3	49%	19%	28%
East Area 4	38%	7%	47%
East Area 5	29%	8%	53%
East Area 6	34%	9%	51%
West Area 1	51%	13%	32%
West Area 2	48%	8%	38%
West Area 3	53%	9%	33%
West Area 4	34%	6%	52%
West Area 5	22%	11%	60%
West Area 6	46%	8%	40%

# NZ = New Zealand wide comparison

# Population Growth—Spatial Change (Statistics 2017)

## Population growth 2012 to 2017

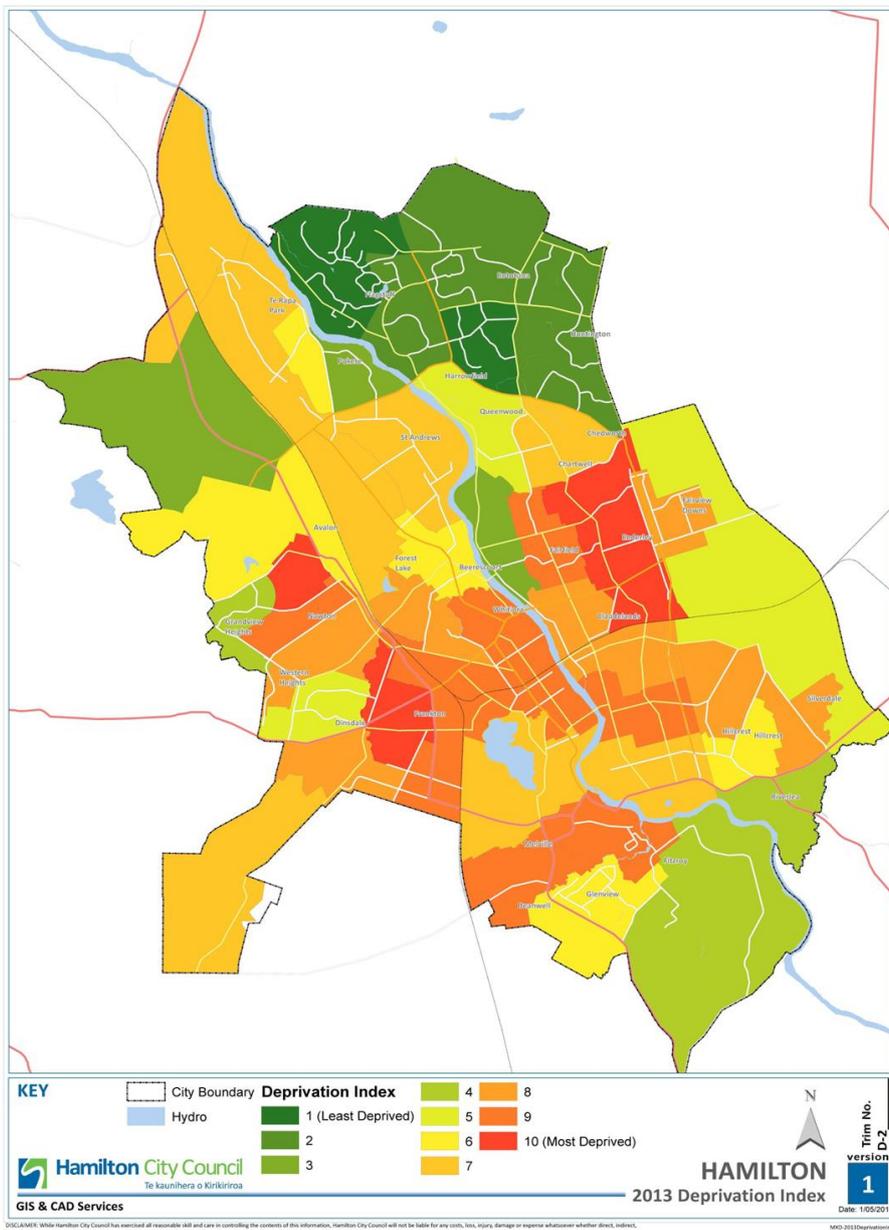
The North East corner has seen the highest growth rate. Flagstaff South and North have had a 101% increase (over 2,200 more residents). There have also been pockets of infill growth in some of the older parts of the city.



## New Zealand Deprivation Index (Census 2013)

The New Zealand Deprivation Index is updated after each census and combines census data relating to income, home ownership, employment, qualifications, family structure, housing, access to transport and communications. The country is then profiled (from 1-10) based on deprivation scores, with 1 representing the areas with the least deprived scores, and 10 the areas with the most deprived scores (*this is the reverse of the school decile rating system*).

- Northern areas of Hamilton including East Areas 1, 2 and 3 and West Area 1 are characterised by having low to medium levels of deprivation.
- Southern areas of Hamilton including East Area 4, 5 and 6 and West Areas 2, 3, 4, 5 and 6 are characterised by having medium to high levels of deprivation.

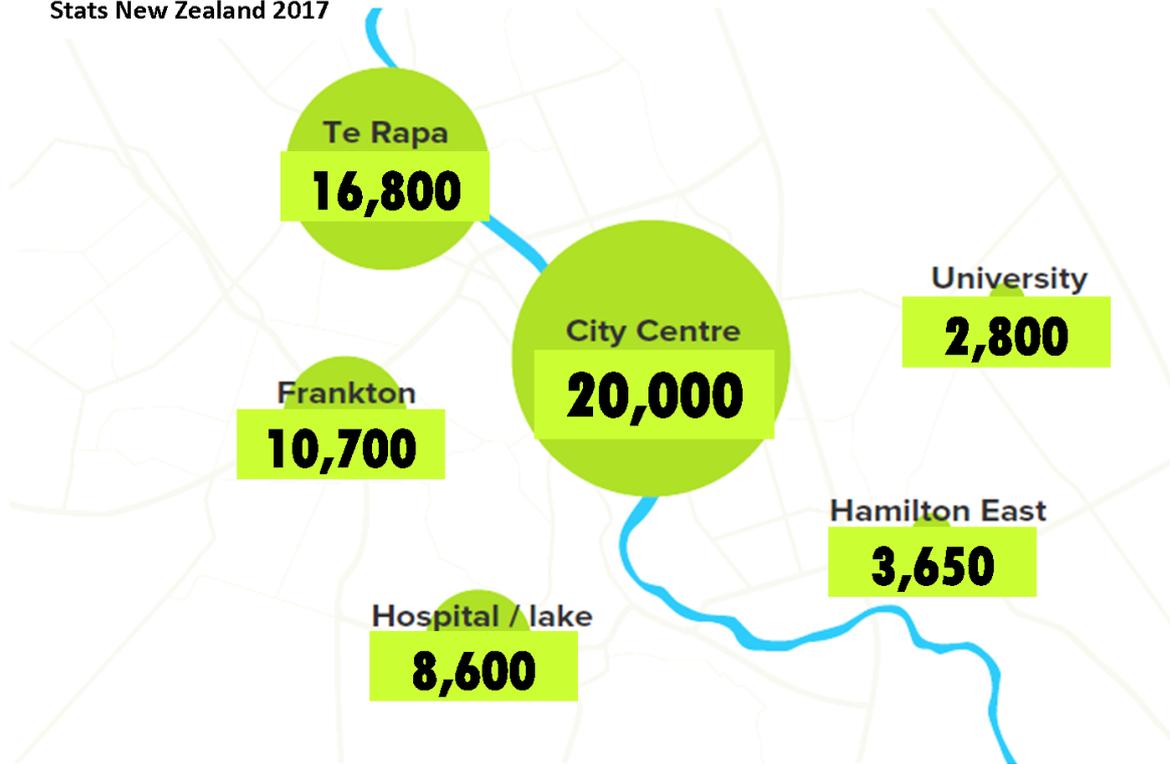


## Movement Patterns — Work

Hamilton has six main employee hubs, as measured by number of employees.

### EMPLOYEE HUBS (NUMBER OF EMPLOYEES 2017)

Stats New Zealand 2017



We have three sources of data that enable us to see where people come from within Hamilton to work in the main employee hubs:

- Main employee hubs—Statistics New Zealand 2017
- Commuter patterns —home to work from Census 2013
- Movement patterns—home to work—2018 Community Survey

The following pages show where employees travel from to get to the six main working hubs.

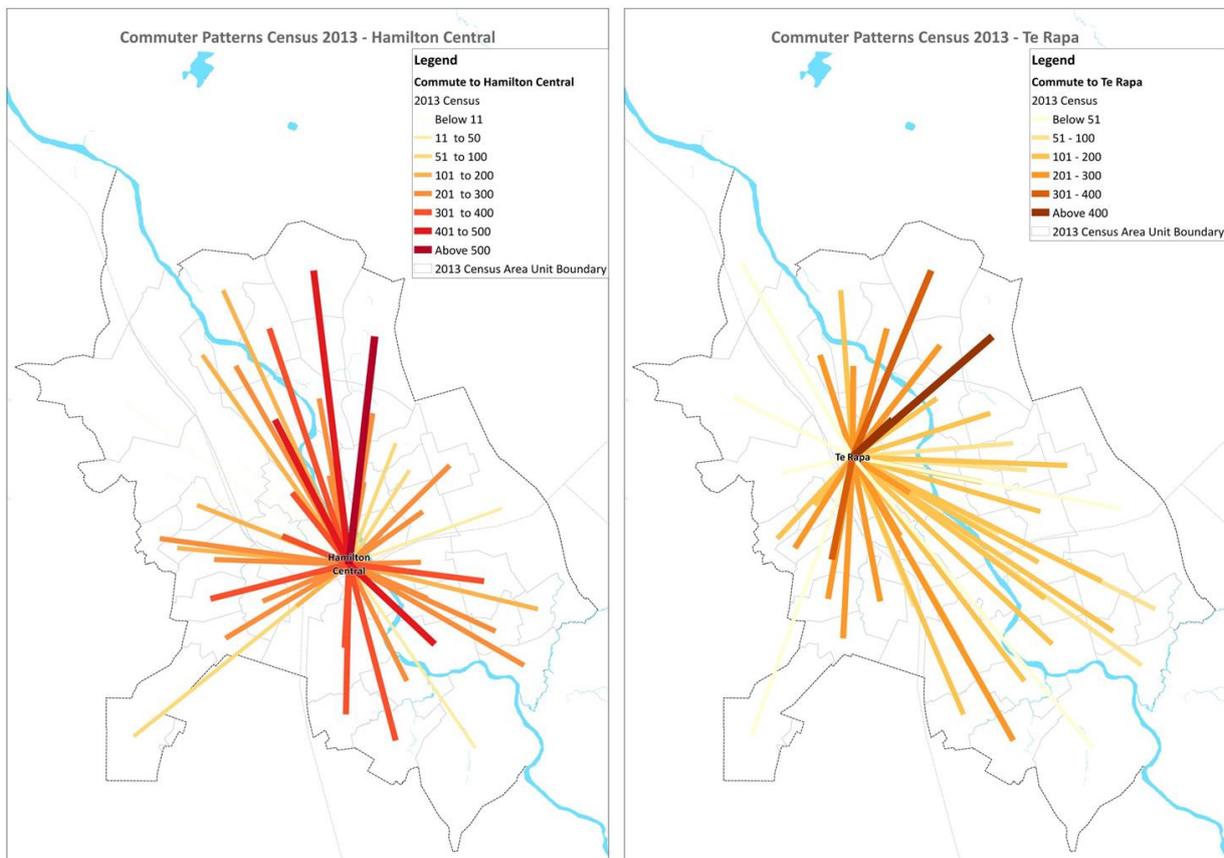
## Movement Patterns — Home to Employee Hub (Census 2013)

This series of maps shows the area that people commute from to the six main working hubs in Hamilton based on the 2013 Census. The six working hubs have a different commuting profile depending on their location and business centre hierarchy:

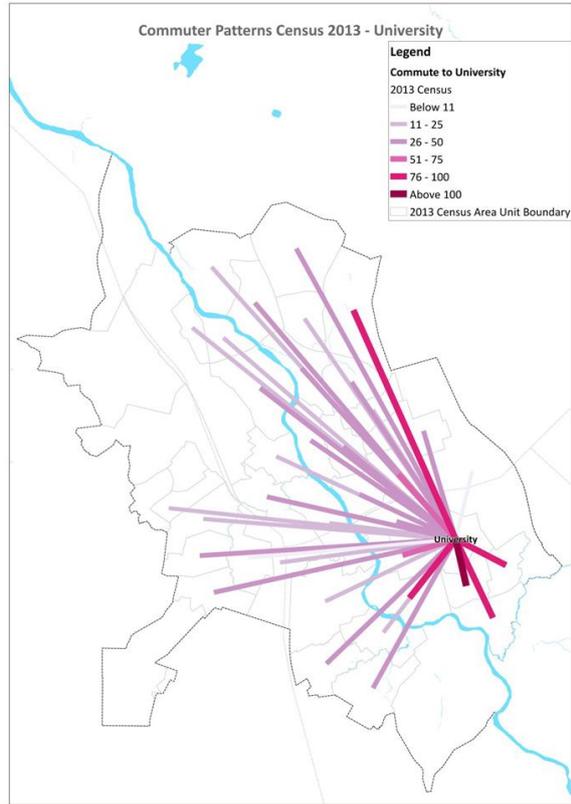
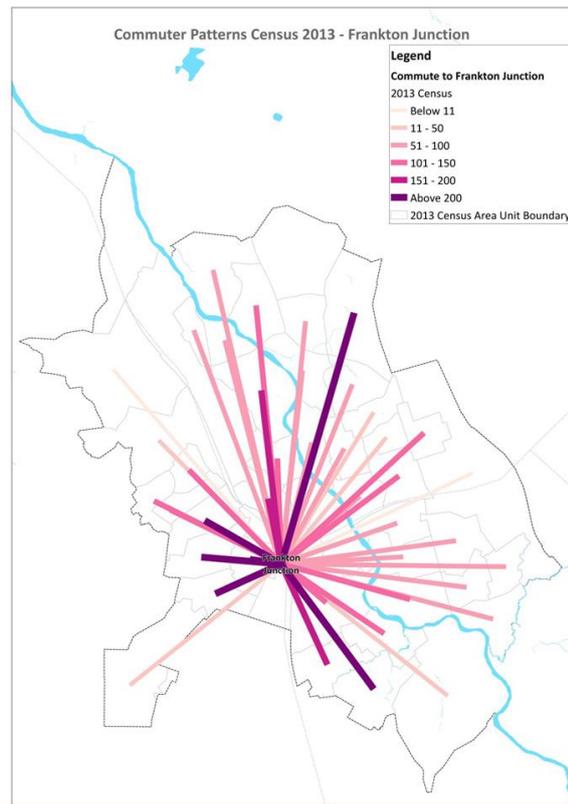
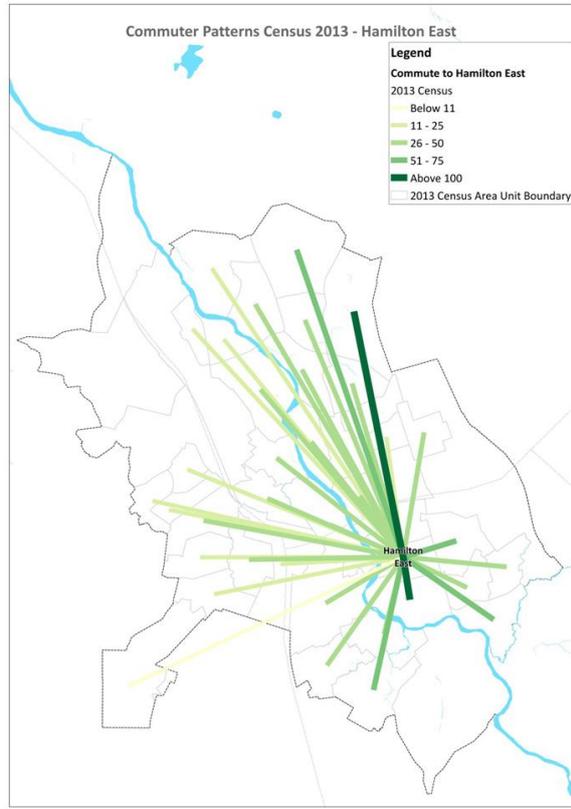
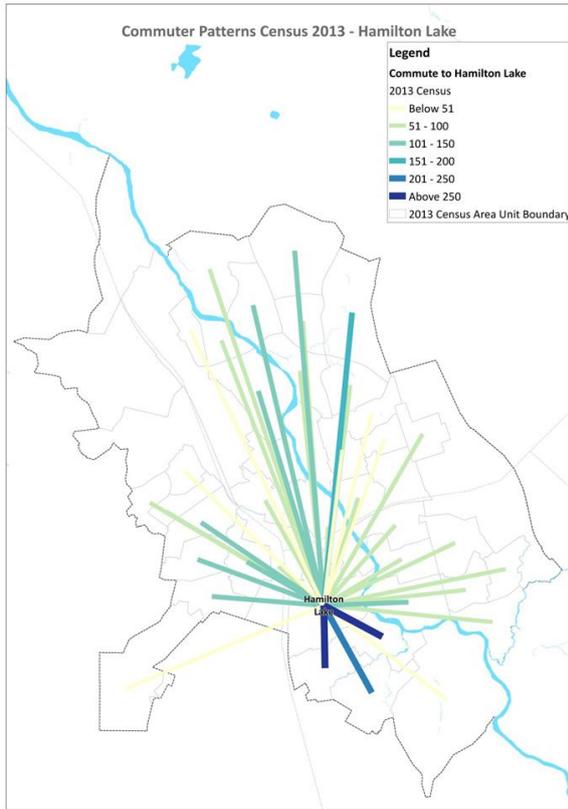
- Hamilton Central receives workers from across the whole of Hamilton.
- The strongest flows to Te Rapa are from the north east and western areas of Hamilton.
- The strongest flows to Hamilton Lake are from south western areas.
- The strongest flows to Hamilton East are on the east side of the river.
- Frankton Junction receives strong flows of workers from across the whole of Hamilton.
- The strongest flow to the University are from people on the east side of the river.

The Census travel to work data reinforces the findings from the 2018 Community Survey in that both suggest the Waikato River acts as a geographical boundary for some people but not others (*see page 18*).

The Community Survey goes further in that we were able to ask people where they shop and where they send their children to school relative to where they live.



# Movement Patterns—continued

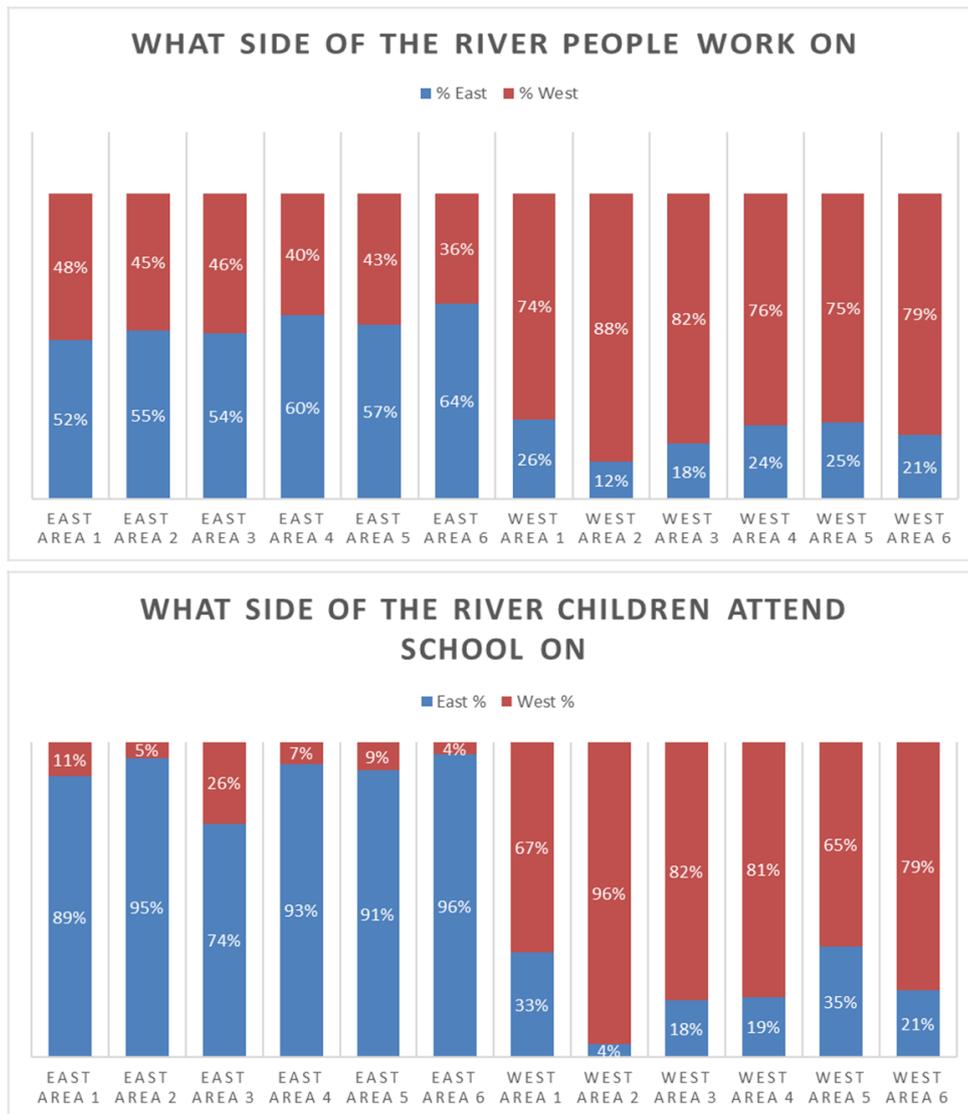


## Functional Communities—use of facilities (Community Survey)

Spatial patterns for the activities of Hamiltonians are a consideration for Council for effective representation.

An examination of movement patterns from Community Profile Survey responses (*supported by Census 2013 data*) show that Hamilton residents move around the whole of the city to access key every day services; however, the river is significant in terms of some activities.

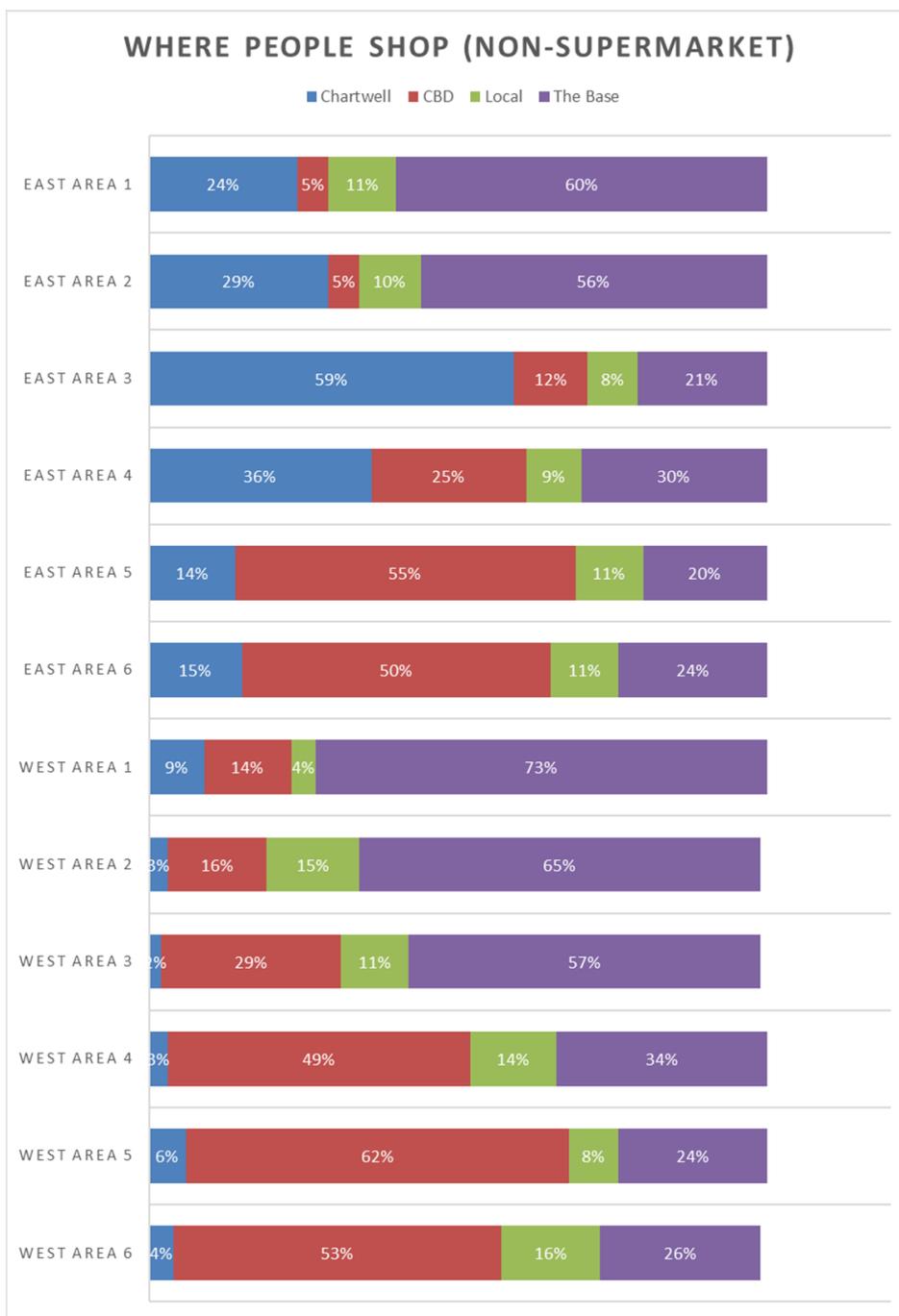
- People travel all over the city for work.
- East side residents commonly cross the Waikato River for work.
- West side residents work primarily on the west side of the river.
  - \* Noting, the 3 main employee hubs (City Centre, Te Rapa and Frankton), are all located on the west side of the river
- The majority of Hamiltonians school on the same side of the river as they live (*see second graph below*).



## Functional Communities — Use of Facilities

The Community Profile Survey suggests that people tend to shop closest to where they live and also that there is a clear north/south divide.

- people who live in the north (East Areas 1 and 2 and West Areas 1, 2 and 3) shop primarily at The Base
- people who live in the east (East Areas 3 and 4) shop primarily at Chartwell
- people who live in the south/central (East Areas 5 and 6 and West Areas 4, 5 and 6) shop primarily in the CBD



## Perceptual Communities (Community Survey)

Community profile survey responses showed overall 53% of residents feel a sense of belonging to a particular area. Of this:

- 63% belong to the area they live
- 37% belong to an area different to where they live

In some areas, residents had a higher degree of attachment to the area they live than others:

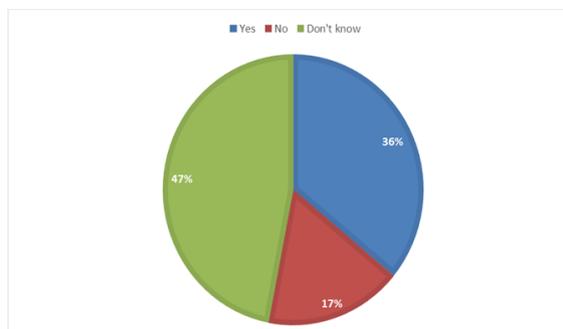
- High attachment: above 65% - East Areas 2, 5, and West Areas 3, and 5
- Low attachment: below 46% - East Area 4 and West Area 4

<b>Community Profile Area's 2018—in descending order of attachment to the place they live</b>	<b>Sense of belonging to where they live</b>	<b>Sense of belonging to a different area</b>
<b>East Area 2</b> —Rototuna North, Rototuna Central, Rototuna South, Te Manatu, St James, and Huntington	72%	28%
<b>West Area 5</b> —Whitiora, Kirikiriroa, Hamilton Lake, Hamilton Central, and Hamilton West	70%	30%
<b>East Area 5</b> —Claudelands, Peachgrove, Hamilton East Village, Hamilton East Cook, and Hamilton East	69%	31%
<b>West Area 3</b> —Dinsdale North, Dinsdale South, and Temple View	66%	34%
<b>West Area 6</b> —Melville North, Melville South, Bader, Glenview, Resthill, Fitzroy, and Peacocke	64%	36%
<b>West Area 1</b> —Te Rapa North, Te Rapa South, Pukete West, Pukete East, St Andrews West, St Andrews East, Beerescourt, and Forest Lake	64%	36%
<b>East Area 6</b> —Greensboro, Hillcrest West, Hillcrest East, Silverdale, and Riverlea	64%	36%
<b>East Area 1</b> —Flagstaff North, Flagstaff South, and Flagstaff East	62%	38%
<b>East Area 3</b> —Queenwood, Chartwell, Chedworth, and Miropiko	61%	39%
<b>West Area 2</b> —Crawshaw, Western Heights, Nawton West and Nawton East	58%	42%
<b>East Area 4</b> —Porrirt, Fairfield, Enderley North, Enderley South, and Fairview Downs	45%	55%
<b>West Area 4</b> —Maeroa, Swarbrick, Kahikatea, and Frankton Junction	38%	62%

## Perceptions of Current Representation (Community Survey)

In the 2018 community profile survey, respondents were asked to share their views on whether the current East and West ward system provides fair and effective representation for them. A total of 1625 people answered this question, and, of these:

- 36% thought the current arrangements provided adequate representation
- 17% did not agree that the current arrangements were adequate
- 47% did not know



Of the 1665 people who responded to the 2018 Community Survey, 329 provided commentary on how the current representation arrangements represented them. This does not constitute a statistically significant proportion of Hamilton residents, nevertheless for the information of elected members, the following themes were identified and are communicated below:

Do you feel the current system provides fair & effective representation for you? - Common themes expressed by respondents	No. of Responses
Change the voting system	7
Current Elected Member's do not represent me well	23
Current system works well	13
Elected Members' should live in the ward they stand for	21
Lack of diversity among Elected Members'	15
Need more Maaori Representation	9
Hamilton is diverse & with the current ward structure some areas are being under-represented	32
I don't know who the Ems are and/or what they do	5
Other	36
Supports four wards	21
Supports increase in wards	20
Supports North/South divide	9
Voting at large is preferable	51
Wards should be adjusted due to population growth	10

## Fair and Effective Representation

Once Council has identified Hamilton's communities of interest, it must then determine how best to represent these communities. This involves determining the detailed arrangements for:

- the number of wards (if any), and their boundaries and names
- how councillors are elected; from wards, 'at large' (i.e. by the whole city) or a mix of both
- the number of councillors
- whether or not to establish community boards.

Council must consider the following points when determining effective representation:

- representation must be achieved within the statutory limits (between 5 and 29 members—excluding the mayor).
- the size, nature, and diversity of Hamilton to ensure:
  - \* the population has reasonable access to its elected members and vice versa
  - \* the elected members are able to effectively represent the views of their electoral area, attend public meetings and provide reasonable opportunities for face-to-face meetings.
- The pre-consultation survey that is currently open will provide views on how the community feel about how they should be represented. The results of this survey will support elected members decision making process.

### Fair representation of electors

Under the provision set out in the Local Electoral Act 2001, when using a ward system, Council must determine that councillors fairly represent their constituents by ensuring the average population of each ward ratio is no more than a +/-10% variance. Specifically, this ensures all votes received by candidates should therefore hold approximately equal value. This is referred to as the '+/-10%' rule. The requirements for this rule are as follows:

*Council must ensure that the population of each ward, divided by the number of Councillors to be elected by that ward, produces a figure no more than 10% greater or smaller than the population of the city divided by the total number of elected members.*

An example of how this rule is applied under the current east/west ward:

Total population (164500)/12 councillors = 13783 (+/- 10% range being 12405 - 15162)

Ward	Population	Current Members	Average	+/-10% Fit
East	87100	6	14516	Yes
West	78300	6	13050	Yes
	165400	12		

## Initial Findings

The data gathered to date suggests that Hamilton does not have distinct and identifiable communities of interest. It is important to note, however, that:

- the city has experienced significant growth since the last Representation Review (2012)
- the Waikato River impacts peoples' sense of belonging as well as how they access key services within the city
- people traverse the whole city for work and where they work is generally not affected by the side of the river on which they live. However, residents who live on the west side of the Waikato River are more likely to also work on the west side of the river.
- there is a clear north/south divide between where people live and where they shop
- the Waikato River significantly impacts where families send their children to school
- Hamilton's demographic profile is very diverse and characterised by:
  - \* a youthful population
  - \* high proportions of Maaori
  - \* ethnic diversity
  - \* A large variance of socio-economic deprivation

## Next Steps

- The pre-consultation survey is currently live. The results of this survey will be shared electronically with councillors during July.
- Workshops with councillors will be conducted in July and August to discuss potential ward options and/or for anyone that wants to discuss the research or review process further.
- Focus Groups will be conducted during July with key stakeholders and members of the community who have selected to take part. These will allow for an additional layer of pre-consultation with the community and an opportunity to test potential representation scenarios.

Channels used to promote the representation review pre-consultation survey:

Method	Channels
Social Media Coverage	<ul style="list-style-type: none"> <li>• HCC Facebook page</li> </ul>
Emails to networks/groups, seeking them to share the survey link with their distribution lists	<ul style="list-style-type: none"> <li>• Methodist city action</li> <li>• Community Waikato</li> <li>• Ethnic Weekly information and Events Alert – Jovi</li> <li>• Go Eco</li> <li>• Creative Waikato</li> </ul>
Emails to community centers, seeking them to engage their community	<ul style="list-style-type: none"> <li>• Western community centre (Nawton)</li> <li>• Good news community centre (Crawshaw)</li> <li>• Te whare o te ata (Fairfield)</li> <li>• Glenview community centre (Glenview)</li> <li>• Te whare kokonga (Melville)</li> <li>• Waimarie community house (Hamilton east)</li> <li>• Pukete Neighbourhood House (Pukete)</li> </ul>
Emails to community sectors/organisations, seeking them to engage their community	<ul style="list-style-type: none"> <li>• Zeal (young people)</li> <li>• Seed Waikato (young people)</li> <li>• Age Concern (older people)</li> <li>• Rauawaawa Kaumatua Trust (older people)</li> <li>• K'aute Pasifika (Pasifika)</li> <li>• Hamilton Multicultural Services Trust (Ethnic)</li> <li>• Shama (Ethnic)</li> </ul>
Brief email blurb to schools for their newsletters	<ul style="list-style-type: none"> <li>• Schools</li> </ul>
Community advisors out in the public with ipads for people do fill in survey	<ul style="list-style-type: none"> <li>• University</li> <li>• Wintec</li> <li>• Shopping malls</li> </ul>

# Representation Review

2017-2019

Stage two: General representation

Options for representation

12 June 2018

## Representation Options

The purpose of this document is to provide initial information for elected members to consider, regarding a range of options for ward boundaries that may address different communities of interest in Hamilton.

### **Option 1: No wards—elected members would be voted in ‘at large’, (by the whole of the city)**

Data which could support this option:

- Hamilton does not have clearly defined communities of interest
- Hamilton residents use the whole of the city in their daily lives
  - \* Home to work movements (Census 2013)

### **Option 2: Two wards with a East/West divide (status quo)**

Data which could support this option:

- The majority of Hamilton residents send their children to school on the same side of the Waikato River on which they live
  - \* Schooling patterns (community survey 2018)
- The majority of people living on the west side of the River also work on the west side of the River
  - \* Work patterns (community survey 2018)
- The Waikato River is a distinct geographical feature

### **Option 3: Two ward with a North/South divide**

Data which could support this option:

- **Northern** areas of Hamilton share similar demographic characteristics (Census 2013)
  - \* High proportions of European
  - \* Less ethnic diversity
  - \* Higher incomes
  - \* Higher median ages
- **Southern** areas of Hamilton share similar demographic characteristics (census 2013)
  - \* Higher levels of ethnic diversity
  - \* Lower incomes
  - \* Younger population
- There is a clear North/South divide when we consider where people shop relative to where they live
  - \* Shopping patterns (community profile survey 2018)

## Representation Options

### Option 4: Three wards—North, South East and South West

Data which could support this option:

- **Northern** areas of Hamilton share similar demographic characteristics (Census 2013) and movement patterns (community survey 2018)
  - \* High proportions of European
  - \* Less ethnic diversity
  - \* Higher incomes
  - \* Higher median ages
  - \* People shop at The Base or Chartwell
- **South-eastern** areas of Hamilton share similar demographic characteristics (census 2013) and movement patterns (community survey 2018)
  - \* Younger population
  - \* High ethnic diversity
  - \* Low incomes
  - \* People shop at Chartwell or in the CBD
- **South-western** areas of Hamilton share similar demographic characteristics (census 2013) and movement patterns (community survey 2018)
  - \* Similar age population to Hamilton average
  - \* High ethnic diversity
  - \* Medium levels of income
  - \* People shop in the CBD

### Option 5: Four wards—North East, South East, North West, South West

Data which could support this option:

- **North-eastern** areas of Hamilton share similar demographic characteristics (census 2013) and movement patterns (community survey 2018)
  - \* Higher median ages
  - \* Higher incomes
  - \* High proportion of European and Asian
  - \* Low deprivation
  - \* People shop at The Base or Chartwell (community survey 2018)
  - \* 63% live and school in the north-eastern quarter (community survey 2018)

## Representation Options

- **North-western** areas of Hamilton share similar demographic characteristics (Census 2013) and movement patterns (community survey 2018)
  - \* Higher median ages
  - \* Higher incomes
  - \* High proportion of European, less ethnic diversity
  - \* Low to medium deprivation
  - \* People shop at The Base
  - \* 57% live and school in the north-western quarter
- **South-eastern** areas of Hamilton share similar demographic characteristics (Census 2013) and movement patterns (community survey 2018)
  - \* Lower median ages
  - \* Lower incomes
  - \* Lots of ethnic diversity
  - \* People shop at Chartwell or CBD
  - \* High levels of deprivation
  - \* 92% live and school in the south-eastern quarter
- **South-western** areas of Hamilton share similar demographic characteristics (Census 2013) and movement patterns (community survey 2018)
  - \* Similar ages to Hamilton average
  - \* Medium incomes (similar to Hamilton average)
  - \* Lots of ethnic diversity
  - \* People shop in the CBD (community survey 2018)
  - \* Medium to high levels of deprivation
  - \* 60% live and school in the south-western quarter (community survey 2018)

**Note:** This option would require careful boundary alignment to ensure the ratio for fair representation (as set out in the LEA guidelines) is met. For example, the north western quarter of the city (Profile areas 1, 2 and 3) has a much smaller population than the other three quarters.

## Representation Options

Option 6: Mixed System—a set number of councilors are elected at large and a set number of councillors are elected by wards

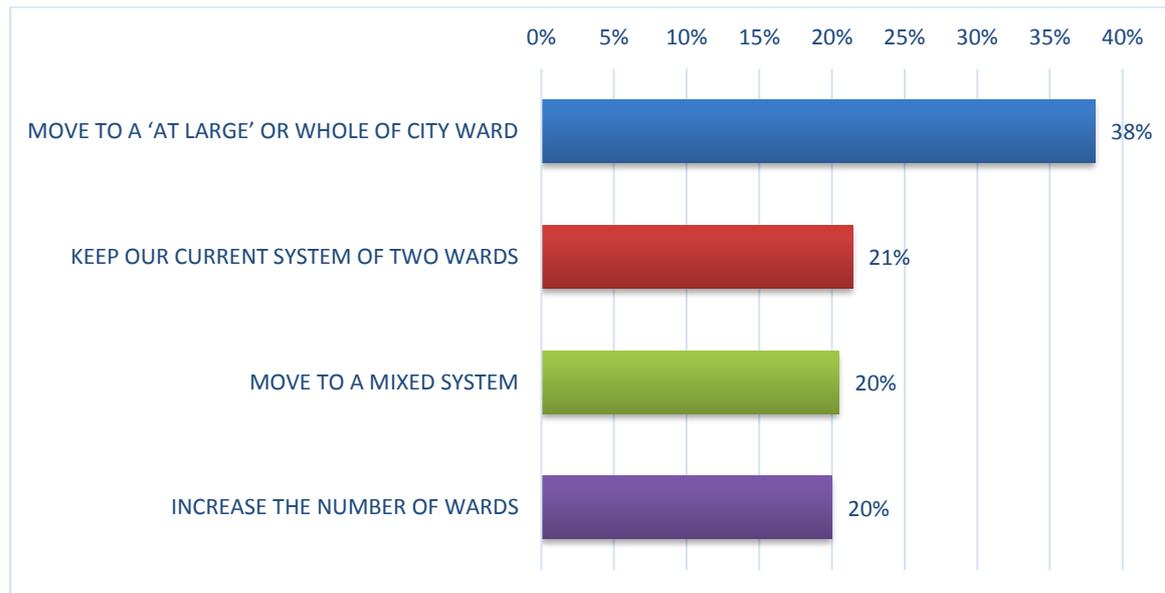
Data which could support this option:

- Hamilton does not have clearly defined communities of interest
- There could be multiple ward options—the data to support these is listed in options 2-5

# Representation Review – Pre-consultation Survey 2018

Total respondents: 420

## Question 1: How do you want to choose your Councillors?



282 people provided comments about this question and the following themes have been identified:

<b>Q1: Themes in support of keeping the current system</b>		
<b>Theme</b>	<b>Responses</b>	<b>% Responses</b>
Current system is familiar	4	10%
I identify with the side of the river I live on	2	5%
Current ward system works well	16	38%
There is not a strong enough reason to change the current system	2	5%
Fair representation of the city's population distribution	5	12%
Councillors representing wards are (supposedly) more sensitive to the issues in their ward	7	17%
It is much better than 'at large' voting	1	2%
It is the cost-effective option	2	5%
Creates a good mix/spread of Councillors	3	
<b>Total</b>	<b>42</b>	

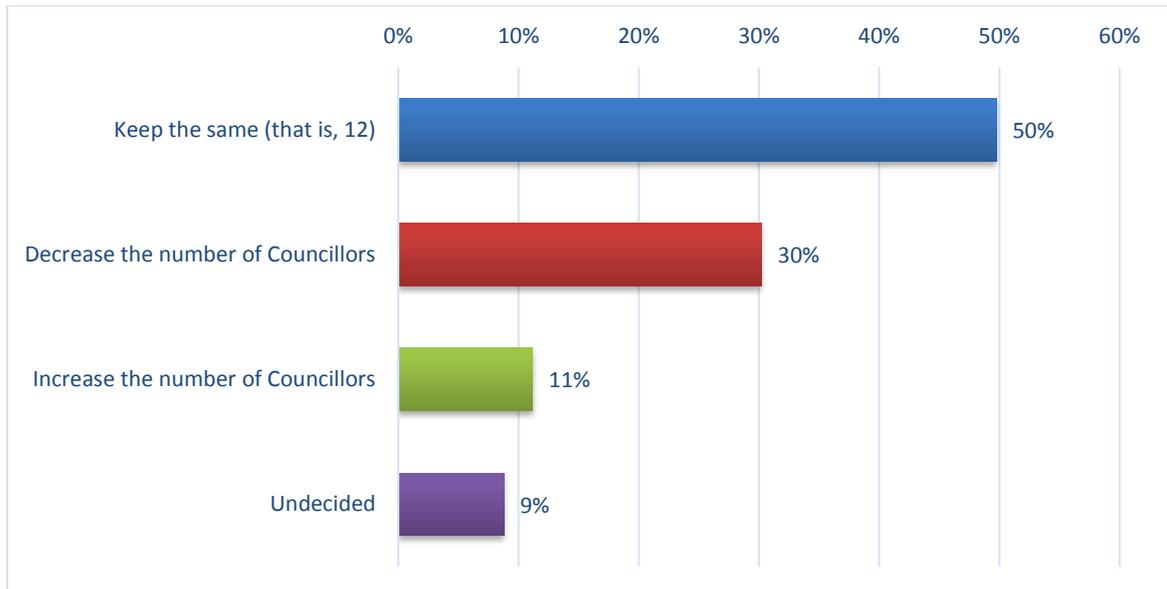
<b>Q1: Themes in support of increasing the number of wards</b>		
<b>Theme</b>	<b>Responses</b>	<b>% Responses</b>
Smaller wards are needed to increase diversity among elected members	14	13%
Smaller wards would ensure there is a better spread of elected members across the city	6	6%
Smaller wards would encourage better ownership of elected members to the needs of their ward	15	14%
Smaller wards would ensure more targeted representation for areas that are currently overlooked	15	14%
Councillors should have to live in the ward/area they stand for election in	3	3%
There is too much diversity within the current wards to ensure all communities are represented	16	15%
Four wards would better address the diversity within each of the current wards	9	8%
Population increase should justify the need for an additional ward/s	16	15%
More wards would make it easier and less expensive for people to stand for election	4	4%
More wards with less candidates standing for election would make it easier to get to know your candidates	7	7%
Potentially less Councillors needed	1	1%
<b>Total</b>	<b>106</b>	

<b>Q1: Themes in support of an 'at large' system</b>		
<b>Theme</b>	<b>Responses</b>	<b>% Responses</b>
Decisions made by council are based on 'whole of city' thinking, 'at large' voting encourages this	43	30%
Would allow voters the chance to choose between all candidates, voting could be driven by who best represents you not by where you live	65	45%
Councillors do not have to live in the ward they stand to represent so we should not have to vote by ward	3	2%
Less wards could mean less Councillors	2	1%

People use and identify with the whole of Hamilton - there is no need for wards	7	5%
Hamilton is too small geographically to warrant wards	7	5%
It would stop Councillors strategically standing in the less competitive ward	2	1%
Councillors do not display ward ownership	5	3%
Representation is not the issue - it's the lack of training in accordance with the LGA	1	1%
Straightforward and unifying	3	2%
Could encourage better quality candidates	4	3%
Would encourage more diversity of representation	1	
Total	143	

<b>Q1: Themes in support of a mixed system</b>		
<b>Theme</b>	<b>Responses</b>	<b>% Responses</b>
Increasing the number of wards would ensure more targeted representation for diverse areas	8	12%
Councillors should have to live in the ward/area they stand for election in	3	4%
Current ward system works well	3	4%
Decisions made by council are based on 'whole of city' thinking, 'at large' voting encourages this	7	10%
The voting system needs to be changed	1	1%
This would help enable the best people to be elected	4	6%
Would provide an option to vote for the best candidate without being limited to where you live, while also having a spread of representation across the city	22	32%
Could provide an opportunity for a wider diversity of representation	5	7%
There is argument for wards, and 'at large', therefore a combination of the two could work well	15	22%
Total	68	

## Question 2: How many Councillors do you think Hamilton should have?



280 people provided comments about this question and the following themes have been identified:

<b>Q2: Themes in support of keeping the same (that is, 12)</b>		
<b>Theme</b>	<b>Responses</b>	<b>% Responses</b>
It is a good number to cover the interests and size of the whole city	49	37%
Accounts well for the growth Hamilton is about to experience	2	1%
Is cost effective	18	13%
Ensures enough chance for varied representation without being unmanageable	40	30%
Provides a good balance for quorum and good discussion at meetings	9	7%
Less Councillors could result in a mediocre Council with less diversity	6	4%
It is less about the number, and more about what they are representing	6	4%
An even number is best to eliminate hung votes	1	1%
Less Councillors could result in a threatening concentration of power	3	2%
<b>Total</b>	<b>134</b>	

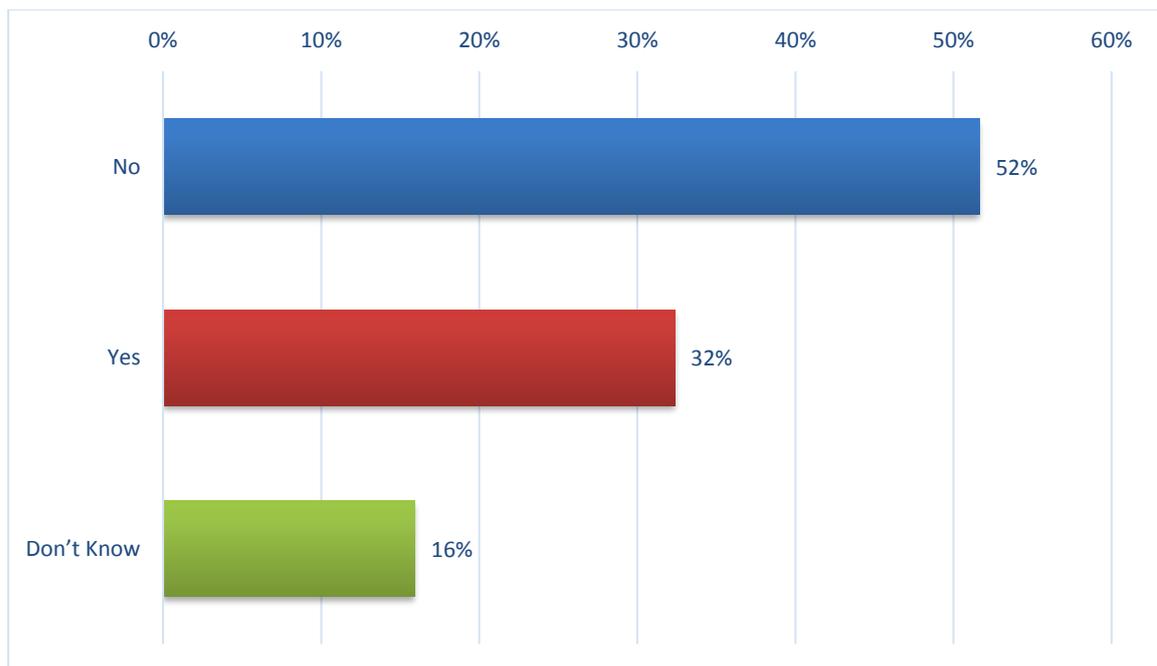
<b>Q2: Themes in support of increasing the number of Councillors</b>		
<b>Theme</b>	<b>Responses</b>	<b>% Responses</b>
More Councillors would result in a more diverse council with more spread around the city	14	24%
More Councillors are needed to account for population growth	14	24%
More Councillors would better support a mixed voting system	1	2%
More Councillors would mean more voices to be heard around the table	8	
Having more Councillors could mean some new faces get elected to Council	2	
13 Councillors	3	5%
14-15 Councillors	10	17%
16 Councillors	7	12%
Total	59	

<b>Q2: Themes in support of decreasing the number of Councillors</b>		
<b>Theme</b>	<b>Responses</b>	<b>% Responses</b>
Is cost effective	24	19%
An even number is best to eliminate hung votes	2	2%
Not all the Councillors appear active & engaged	10	8%
Less Councillors leads to better decision making and is more manageable	22	17%
You wouldn't need as many Councillors with an 'at large' system	3	2%
With less Councillors each person's voice can be better heard	8	6%
Easier for people to engage with a smaller number as they are more personal/know them better	5	4%
Less Councillors supported by community boards	2	2%
Less Councillors better models a company board situation	3	2%
Our population size does not necessitate 12 Councillors	4	3%
Less than 8 Councillors	5	4%
8 Councillors	20	16%
9 Councillors	1	1%

10 Councillors	18	14%
Total	127	

<b>Q2: Themes for being undecided</b>		
<b>Theme</b>	<b>Responses</b>	<b>% Responses</b>
Is cost effective	1	5%
It is less about the number, and more about what they are representing	5	23%
Less Councillors leads to better decision making and is more manageable	1	5%
With less Councillors each person's voice can be better heard	1	5%
I would support increasing the number of Councillors if there were more wards	1	5%
We need more diversity in our Council	4	18%
Should be based on population numbers	1	5%
I don't have enough understanding of the pros and cons of this	3	14%
Number of Councillors would depend on how Councillors are elected	5	23%
Total	22	

**Question 3: Would you like to see the introduction of Community Boards to Hamilton City Council?**



262 people provided comments about this question and the following themes have been identified:

<b>Q3: Themes in support of introducing community boards</b>		
<b>Theme</b>	<b>Responses</b>	<b>% Responses</b>
It would enable representation for areas that are currently overlooked	20	19%
Number of Councillors could be reduced	3	3%
Community Boards are better at engaging with communities	46	43%
Provides another avenue for local voices to be heard	32	30%
Community Boards are needed if we stick with the current ward structure	2	2%
Only if members were volunteers	1	1%
Only if they were given strong support from Council	1	1%
Would give people the opportunity to represent their community without having to be a Councillor	2	2%
<b>Total</b>	<b>107</b>	

<b>Q3: Themes that do not support introducing community boards</b>		
<b>Theme</b>	<b>Responses</b>	<b>% Responses</b>
Unnecessary cost	42	26%
Hamilton does not have distinct areas that would require separate representation	23	14%
Fighting amongst various community groups is something Council can do without	6	4%
Adds another layer of bureaucracy we can do without	54	34%
Ward Councillors should be adequately soliciting the views of their community	19	12%
Never had them so why start now	5	3%
Council doesn't listen to the community and they won't listen to a community board either	1	1%
Unnecessary for the size of our city	5	3%
Often attract low calibre candidates to stand	1	1%

Bring back advisory panels	3	2%
Total	159	

<b>Q3: Themes for 'not knowing'</b>		
<b>Theme</b>	<b>Responses</b>	<b>% Responses</b>
I don't know enough about this subject	14	61%
Maaori representation on Council needs to be addressed	1	4%
Hamilton does not have distinct areas that would require separate representation	4	17%
Adds another layer of bureaucracy we can do without	1	4%
It would depend on the ward situation	3	13%
Total	23	

#### **Question 4: Do you have any other comments or suggestions on how the Council represents you?**

190 people provided comments about this question and the following themes have been identified:

<b>Q4: Main Themes</b>		
	<b>Responses</b>	<b>% Responses</b>
I would like to discuss changing the voting system	5	3%
Need to look at online voting	8	4%
It is important to look at how Maaori are being represented on Council	16	9%
Information to public needs to be better communicated by Council and elected members	11	6%
The Council does not appear to listen to its community	24	13%
There needs to be more diversity on the Council	17	9%
Councillors should have more training when they are first elected on the needs of Hamilton	2	1%

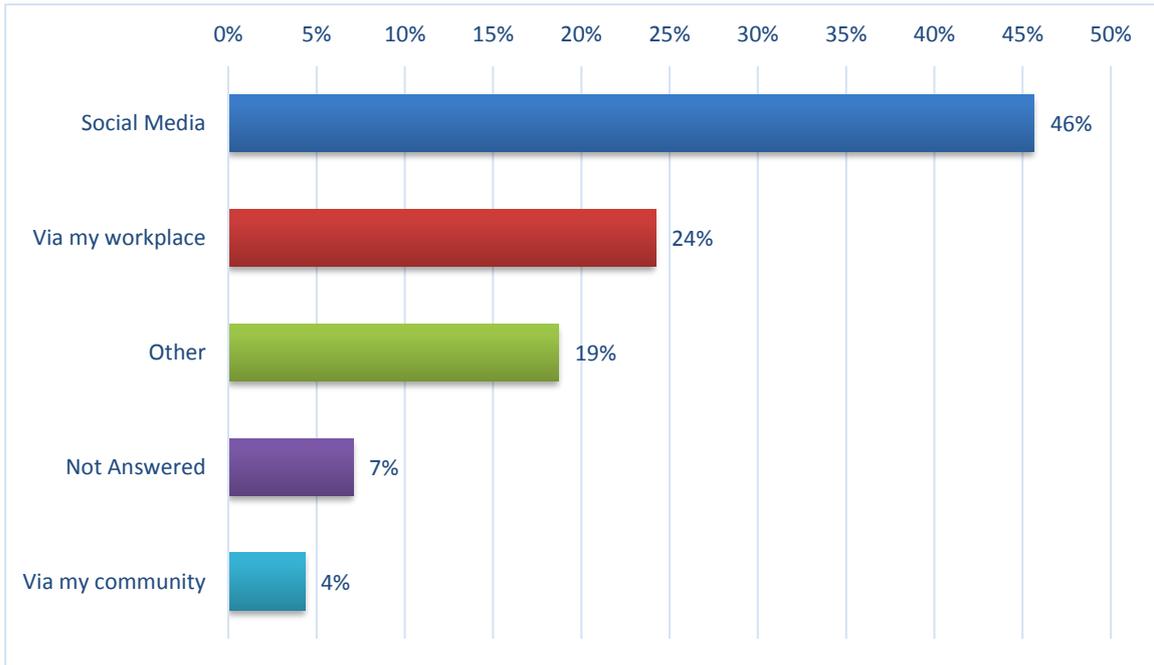
City Councillor should be a full-time role and Councillors should be held more accountable, e.g. minimum number of meetings/functions they must attend	6	3%
Thank you for the opportunity to express my views	1	1%
Anything this survey proposes should not come at any extra expensive to ratepayers	2	1%
Current elected members are not representing Hamilton residents well	16	9%
Number of Councillors per ward should reflect population size, rather than just an even split	1	1%
Would like to see elected members out in the community more	9	5%
Citizen Juries could be trialled as a forward thinking option	1	1%
Thank you and the Council staff for the good work you do	2	1%
Councillors should have to live in the ward/area they stand for election in	8	4%
CEO should be paid less	2	1%
Council needs to empower the community to have their voice heard in local democracy - possibly by community boards	3	2%
Council should be looking at ways to reduce rates	3	2%
Elected members should have more respect for each other	3	2%
Let the Council make decisions without always consulting the public	1	1%
There needs to be more/better communication around elections and who the candidates are	2	1%
Would like to see money going to operational costs, rather than pet projects	6	3%
The rates increases do not 'represent' the average Hamiltonian well	1	1%
More decisions should be based on staff advice and other business experts	1	1%
There should not be any private meetings between Councillors	2	1%
The Mayor should be voted in by the elected Councillors	2	1%
There should be less Council staff	1	1%
Bring back advisory groups/panels	1	1%
Elected members should be paid based on performance	1	1%

Item 15

Attachment 5

There should be more requirements to stand for Council, to get better quality candidates	1	1%
Other	25	14%
Total	184	

**Question 5: How did you hear about this survey?**



# Representation Review 2018 – Focus Group Report

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## Executive Summary

Two focus groups were conducted with members of the community to gauge people's motivations behind their preference of either an 'at large' versus status quo (the current two ward system). Participants' preferences were also canvassed regarding the number of councillors they felt Hamilton should have.

Several main themes were identified during the groups as key considerations for participants preferences. These themes were:

1. Diversity
2. Pool and selection of candidates
3. Access to councillors
4. Quality of councillors

Other observations of note, which are significant in understanding people's motivations and preferences included:

- Arguments to support one representation model often were often also used as arguments to support the opposing model.
- There were knowledge gaps that became apparent through the course of participants articulating their arguments which potentially had significant bearing on the position they took.
- Focus group participants were arguably not a representative sample of the Hamilton population – a large number were known to Council, had high levels of civic awareness and had strong desires for change.

## Introduction

As part of the 2018 Representation Review, Hamilton City Council is seeking feedback from the public about their views on whether the current arrangements for fair and effective representation meet our communities' needs.

Pre-consultation via an online survey with the community indicated a leaning towards a preference for an at large system.

The aim of focus groups was to further explore people's motivations behind two options expressly preferred by Council ('at large' and status quo) and around the number of councillors. Community boards were not discussed.

Discussions during focus groups were centred largely around two key questions:

1. Would you prefer to vote for your councillors via an 'at large' system or via the status quo (east/west wards)?
2. How many councillors do you think Hamilton should have?

## Methodology and Participant Profile

### Attachment 6

#### Focus Groups

Two focus groups were held on:

- 25 July 2018 at 12pm; and
- 26 July 2018 at 7pm.

Each session lasted between 60-90 minutes and was led by an external facilitator and supported by 3 project team members (council staff)

#### Participants

Focus groups comprised between 6-18 members of the community who opted to take part through the online representation review survey. The participants represented a relatively even spread of the different views expressed in the online survey, with a significant proportion favouring an 'at large' system. It should be noted however, that supporters for the status quo were less inclined to volunteer and participate in focus groups, and as such, were underrepresented.

#### Site Location

Focus groups were held at the Western Community Centre and Waimarie Hamilton East Community House.

### Item 15

#### Facilitation

An external facilitator was used to run the focus groups, with the Governance Manager and two members of the project team also in attendance in supporting roles

## Results

### Item 1: How people want to elect their councillors

Themes identified by participants in support of choosing councillors from an ‘at large’ system:

Theme	Comments
Hamilton as a city is one community	<p>Hamilton is small enough for candidates and councillors to cover the whole area.</p> <p>The rates we pay are spent all over the city – therefore it is appropriate for all residents and ratepayers to have a say on all the councillors as they represent the whole city.</p> <p>People utilise the whole city in their day to day lives.</p> <p>One city, one community, one rating system, one electoral system.</p> <p>Hamilton is not two separate communities – we are one community.</p>
Encourages city-wide thinking	<p>‘At large’ encourages a city-wide approach to decision making.</p> <p>All councillors should have city-wide vision rather than being focused on ward priorities</p> <p>When lobbying for a particular area of the city, councillors have to win the support of all the councillors so the ward system is irrelevant</p> <p>All councillors should (and are legally required to) represent all ratepayers – which does not warrant a ward system.</p> <p>Once councillors are elected they stand for the whole of the city.</p> <p>Prevents the illusion that a councillor represents you as an individual in a particular ward when they are really there to represent the whole city.</p>
Better selection of candidates	<p>‘At large’ voting prevents candidates from choosing to stand in the less competitive ward (with less candidates standing).</p> <p>Often the most preferred candidates are standing in the other ward – an ‘at large’ system means voters can choose their most preferred councillors.</p> <p>I dislike the notion that a councillor represents me but I have no say on their selection</p> <p>An ‘at large’ system results in a better selection of candidates.</p> <p>Councillors need to be elected based on quality rather than by where people live.</p>

Item 15

Attachment 6

	<p>The ward system creates barriers for voters by only allowing people to choose from a select list of candidates who they may not feel represent them.</p>
Streamlines election campaigning	<p>Voters tend to only attend the candidate evenings for those standing on the side of the river where they live – this means most people miss out on learning more about what the half of the councillors represent.</p> <p>It is easier for the media to adequately cover campaigning with an ‘at large’ system. We do not have separate channels for communicating with people who live on each side of the river.</p> <p>Often a voter may see a candidate (through the media) who they feel would represent them well, only to find out come voting time that they are standing on the other side of the river</p>
Diversity	<p>‘At large’ system could result in a more diverse Council because unique candidates could draw support from both sides of the river.</p> <p>The current wards aren’t small enough for effective local representation anyway so they have no real benefits.</p> <p>There is far too much diversity within each of the current wards therefore it is not relevant.</p>
Fair	<p>All votes for all councillors would hold equal value.</p> <p>It is more democratic for all voters to be able to vote for all the councillors</p> <p>Under a ward system, the results of the mayoral campaign often affect who gets elected as the 12<sup>th</sup> councillor. An ‘at large’ system would solve this issue.</p> <p>Current population split between the east and west ward is uneven – an ‘at large’ system would alleviate this issue, and the population of Hamilton isn’t too large for this.</p> <p>No option is going to be perfect – but an at large system ensures all voters have a say in who represents them, and as a result the best people will be elected</p>
Access to councillors	<p>‘Whole of city’ representation encourages accessibility of councillors by the community because under the current system voters often feel like they can’t/shouldn’t approach councillors who do not represent their ward.</p> <p>‘At large’ would encourage interaction with councillors – currently, people often feel like they can only approach those councillors who represent the side of the river on which they live.</p>

Other	Growth is moving north and south so an east/west divide no longer seems appropriate.
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Themes identified by participants in support of choosing councillors from the status quo (east/west wards)

Theme	Comments
Easier for voters	<p>Having less councillors to vote for (and less candidates to research) makes voting easier for people.</p> <p>It is often hard enough to find quality information to give a vote to 6 people, therefore having to select 12 people you know little about would be very difficult for many people.</p> <p>We don't want people voting on name recognition alone, and an 'at large' system could encourage this.</p>
Pool of candidates	<p>It is easier for a candidate to stand for election under a ward system due to the cost of campaigning and the size of the area.</p> <p>The higher campaign spends under an at large system could be problematic in terms of potentially reducing the quality of candidates, and the chances for diversity.</p> <p>Higher campaign spends of an at large system could discourage good people from standing.</p> <p>Ward system is more likely to result in a spread of councillors from all areas of the city,</p>
Diversity	A ward system is more likely to increase the chances of diversity among the elected Council.
Accessibility to councillors	A ward system increases accessibility to councillors, as often people feel more comfortable approaching a person that specifically represents their area.
More targeted representation	<p>A ward system allows for representation to be targeted to the area councillors stand to represent.</p> <p>Better representation by councillors at a suburb level.</p> <p>Encourages councillors to be more connected to the issues in their ward.</p>
Other	I would prefer to vote for someone who is associated with my neighbourhood and its needs/issues.

Item 15

Attachment 6

## Item 2: How many councillors people think Hamilton should have

Themes identified by participants in support of increasing the number of councillors

Theme	Comments
Diversity	Having more councillors could increase the chances of diversity.  Increases the likelihood of having someone in council that represents 'you'.
Population	The population has increased significantly yet the number of councillors has not increased to match this growth.
Access to councillors	More councillors would make it easier for people to access them.  More councillors would mean they could engage with the community more.
Quality of councillors	Having more councillors provides an opportunity to increase the likelihood on getting good quality candidates.
Other	Having more councillors would lower the vote threshold.

Themes identified by participants in support of retaining the same number of councillors (12)

Theme	Comments
Population	12 seems like a good number in terms of the ratio of the population each councillor would represent.
Accessibility to councillors	Any less would reduce the accessibility to councillors.  Currently access to councillors is very good.
Diversity	12 allows for robust debate with diverse opinions without being unmanageable.
Manageability	Any more than 12 councillors would be hard to manage  Having more than 12 councillors would slow down the decision-making process.

Quality of councillors	Having too many councillors increases the chance of getting too many of the wrong sort of people (status quo creates a buffer for this).

### Themes identified by participants in support of reducing the number of councillors

Theme	Comments
More manageable	<p>It is easier to resolve a debate with less voices around the table.</p> <p>More manageable in terms of consensus building.</p> <p>The larger the Council, the harder it is to get a good decision.</p>
Quality of councillors	<p>Having less councillors who get paid more could result in better quality representation.</p> <p>We need a smaller, tighter Council and with less councillors - people may be more likely to vote for new people who would perform better.</p>

## Discussion

There were several important issues identified throughout the sessions which are significant to understanding people's motivations and preferences. These included:

1. How people interpreted the benefits/advantages of each of the options overlapped across the different scenarios. For example, 'increasing diversity' was used as an argument both in support of an 'at large' system and the status quo. Participants thought an 'at large' system would promote diversity as unique candidates could draw support from both sides of the river. On the other hand, participants thought the status quo was better for encouraging diversity as the lower campaign spends associated with a smaller campaign area would encourage a more diverse mix of candidates to stand.
2. Discussions sometimes highlighted a limited understanding of information that was central to the arguments being put forward. On some occasions, the Governance Manager provided expert advice and clarification on topics such as:
  - How councillors are remunerated;
  - Campaign spending limits (with reference to ward size); and
  - The scope/size of a councillor's role.

This additional knowledge did not always change participants' views but many commented on its usefulness and thought the community could benefit from considering more fulsome information during the formal consultation stage.

3. These sessions enabled the project team to better gauge motivations behind peoples' preferences. It was mentioned repeatedly in both groups that every option up for discussion seemed to have both advantages and disadvantages, however certain factors were regarded as being central to the notion of an ideal model of representation. Those were:
  - Proportional representation of political opinion in the city
  - A Council that reflects the diversity of the population
  - A Council that is easily accessible to Hamilton residents
  - Greater voter turnout
  - More diversity in those that vote
4. The majority of people who opted to take part in the focus groups were advocating for change, primarily to 'at large' or more wards. A very small proportion of the people who volunteered to take part preferred to keep the status quo.
5. Participants who originally wanted to increase the number of wards did not always support status quo over 'at large' when the options were narrowed.
6. Many of the participants were relatively politically minded and well known to Council, and as such, may not be particularly representative of the population of Hamilton as a whole.

7. Several arguments were applied as arguments for and against each representation model. These included:
  - Diversity: Some participants supporting an 'at large' system though it would promote diversity by drawing support for particular candidates from both sides of the river. They also thought there was too much diversity within the current two wards to merit the advantages of a ward system. Alternatively, some participants argued a ward system would be more likely to increase diversity. Participants also mention diversity as a motivation for wanting either an increase or the same number (12) or councillors. They thought more seats at the table would increase the chances of diversity and noted any less than 12 councillors would be a barrier for guaranteeing a diverse Council.
  - Improving the ability to select the best candidates from the candidate pool : Some participants argued an 'at large' model would give voters better ability to select quality candidates as they would have a larger list to choose from. Many thought it was more democratic for all voters to be able to vote for all councillors. Some participants thought the ward system creates a barrier for participation by limiting who people can vote for, whereas others thought having a larger number of votes to give would be overwhelming for many voters and having a smaller list with a smaller number of votes to give would be easier. Some participants believed an 'at large' system would ensure better quality candidates, whereas others believed it would be harder for a candidate to stand 'at large' therefore could deter many people from choosing to stand.
  - Accessibility to councillors: This was a frequently noted motivation for determining participants' preferences. Some participants thought an 'at

large' model encourages more of an appetite for interaction with councillors as people would not feel like they can only approach councillors who represent their ward. Others believed a ward system would increase accessibility as people may feel more comfortable approaching a councillor that specifically represents their area. Accessibility to councillors was also a key motivation for preferring an increase, or keeping the same number of councillors.

- Improving the quality of councillors: Some participants mentioned that the quality of councillors was a key motivation for their position on the number of councillors Hamilton should have. Those in support of increasing the number of councillors thought it would increase the likelihood of getting high quality members elected to Council. Those in support of retaining the same number of councillors (12) thought having too many seats on council could increase the chance of getting too many of the wrong sort of people. Lastly, participants who supported reducing the number of councillors argued having less councillors who got paid more could result in better quality representation.

# HCC Representation Review Survey Results

July 2018



# Method

- Hamilton City Council is currently reviewing how it structures its voting areas to elect people to the Council, and are looking for feedback on this.
- To this, a telephone survey of n=500 Hamilton residents was conducted from 23<sup>rd</sup> July 2018 to 27<sup>th</sup> July 2018.
  - A sample size of n=500 has a margin of error of +/- 4.38% at the 95% confidence interval.
- Calling was conducted in-house at Versus Research using a Computer Aided Telephone Interviewing (CATI) system between the hours of 9am – 8:30pm.

# Reporting

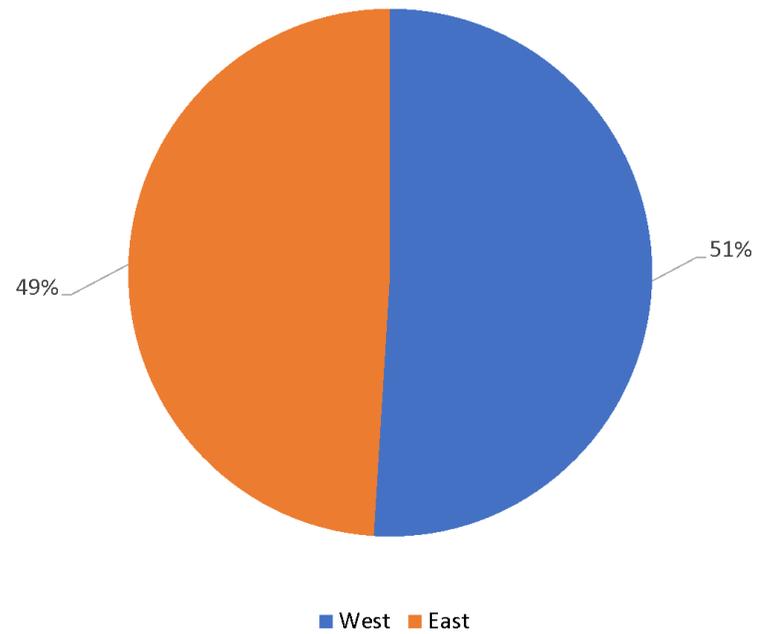
- Results are shown at the total level and by Ward.
- Verbatim answers have been post-coded and coded responses are shown in charts.
- Not all percentages shown add up to 100%; this is due to rounding or where questions allow a multiple response.
- Relevant base sizes are shown below each chart or table.
- Statistically significant differences by Ward are indicated using colour shading:
  -  : indicates the result is higher for that Ward.
  -  : indicates the result is lower for that Ward.

# Summary of Findings

- The majority (54%) of residents felt 'their community' was the area where they live, with a further 40% stating they felt it was the whole city. Six per cent felt it was neither of these. Respondents in the East Ward were more likely to state their community was the area they live (61%).
- The highest proportion (60%) prefer to choose their Councillors using the 'at large' system with a third (33%) preferring the current system. Seven per cent did not know (4%) or did not have an opinion (3%) on this.
- The primary reason for choosing the 'at large' system was that Hamilton is one community and should be treated as one (21%). The main reason for choosing the current (two Ward) system was that Councillors would have a better understanding of their local community (34%).
- Fifty five per cent of residents think that the number of Councillors for Hamilton should remain the same, while 30% felt it should be less. Only 4% felt that there should be more Councillors. Ten per cent were undecided (6%) or had no opinion (4%). The primary reason residents provided for keeping the number the same was that 12 works fine (36%) while 32% of those who chose less Councillors stated this was due to the cost implications and the desire to keep rates down.
- When asked, most (66%) residents felt they had a good (33%) or very good (33%) understanding of the content of the survey.

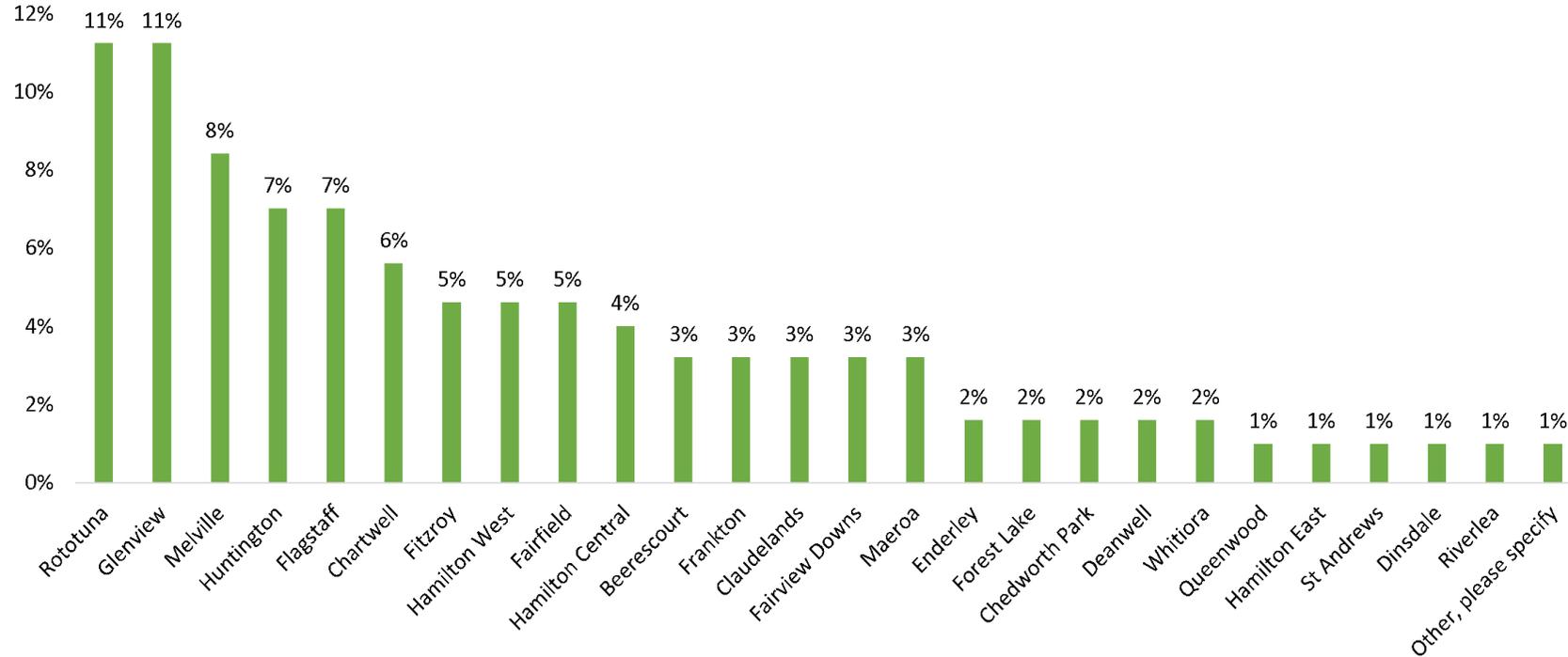
# Survey Results

# Survey respondents by ward



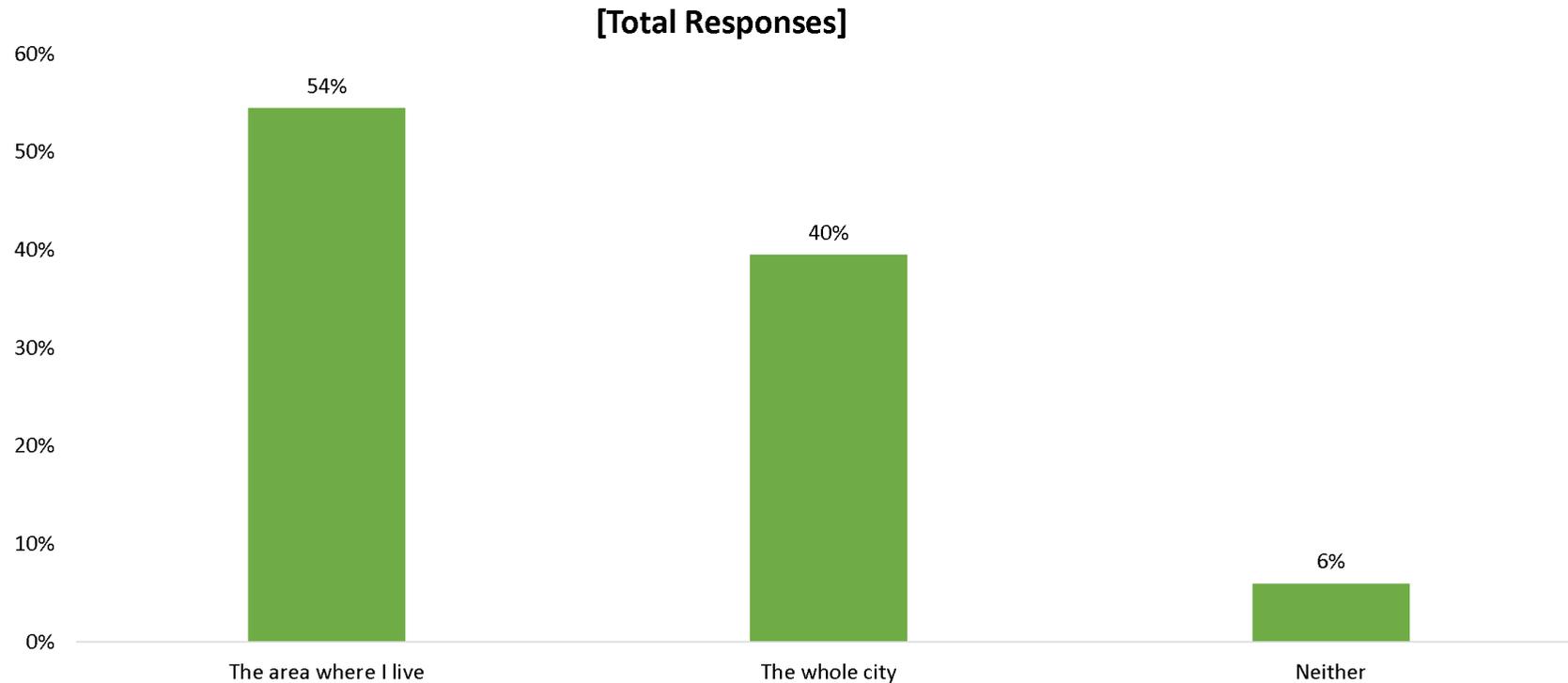
Base: n=500

# Which suburb do you live in?



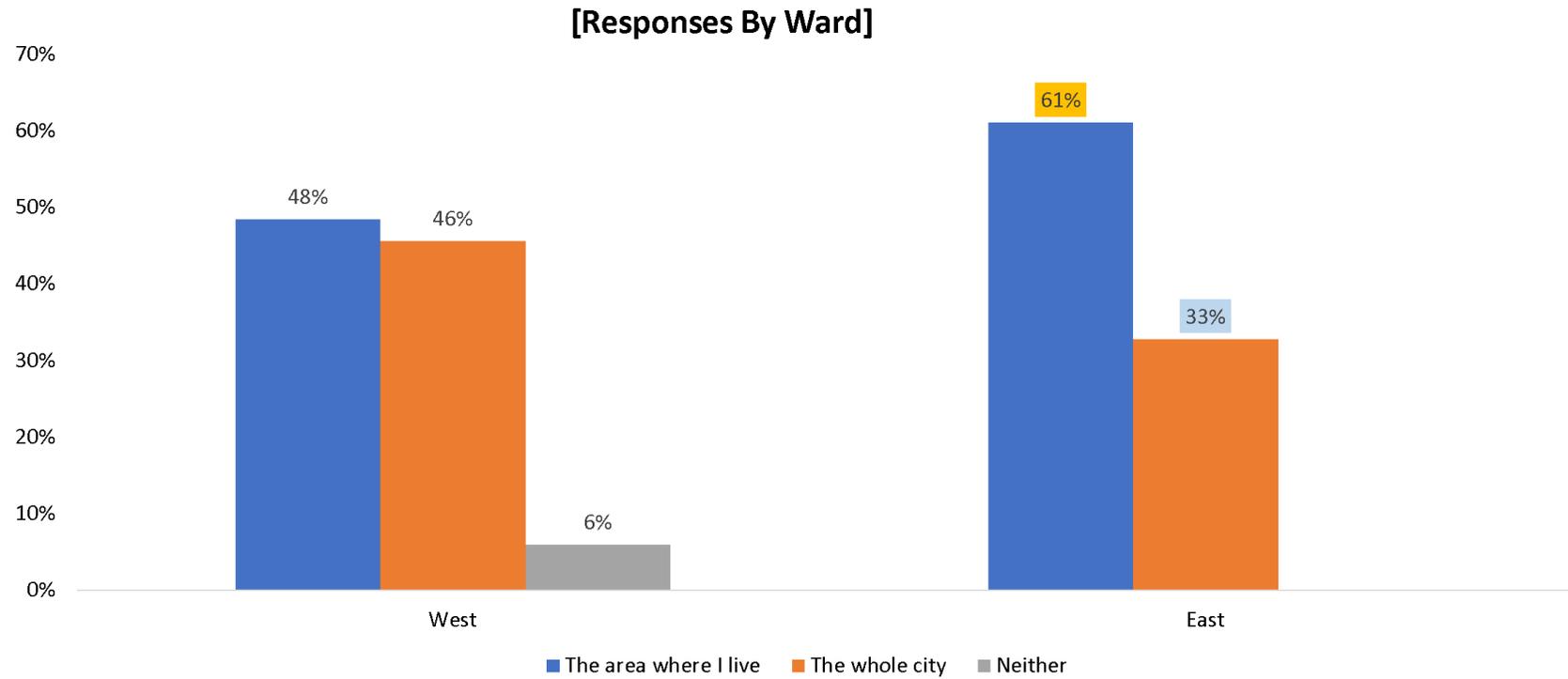
Base: n=500

And, thinking about your community, do you think of 'your community' as the area where you live, the whole city, or neither of these?



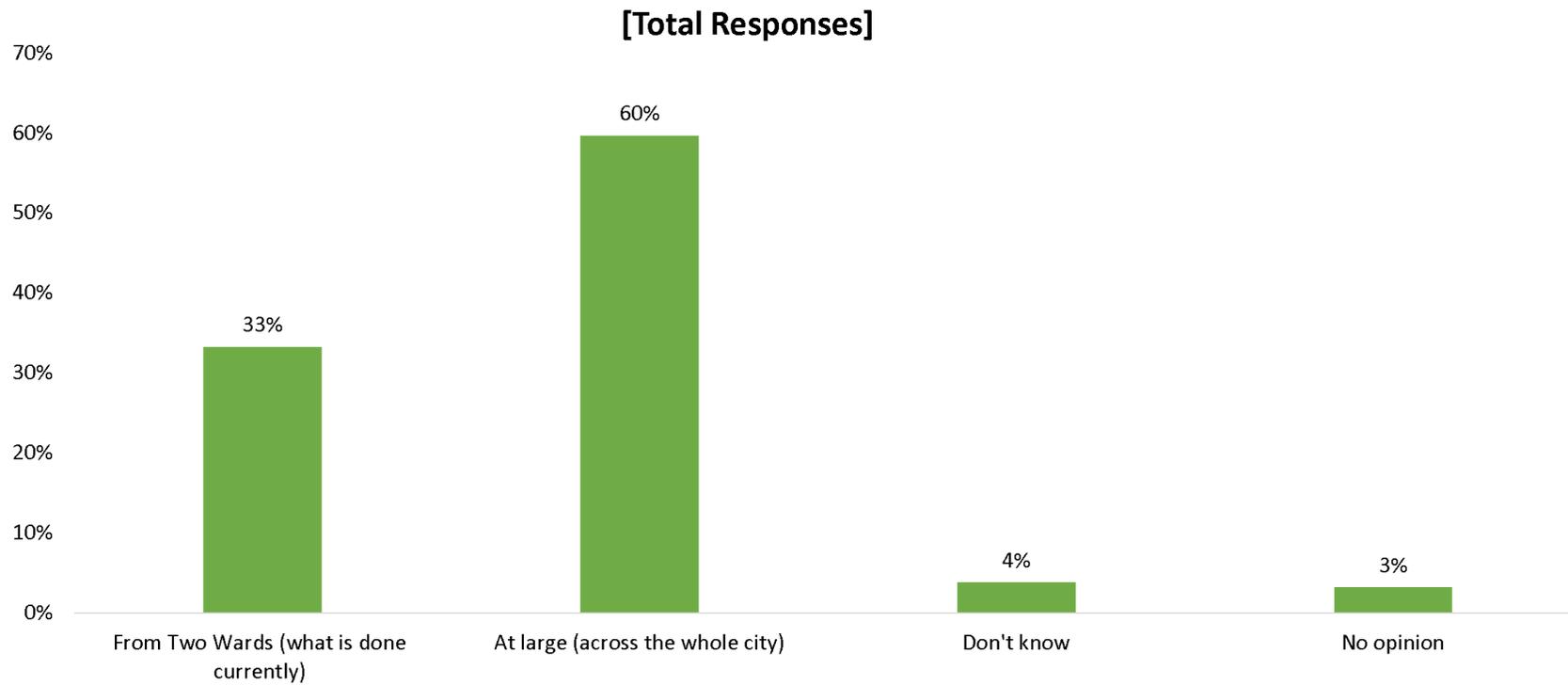
Base: n=500

And, thinking about your community, do you think of ' your community' as the area where you live, the whole city, or neither of these?



Base: n=500

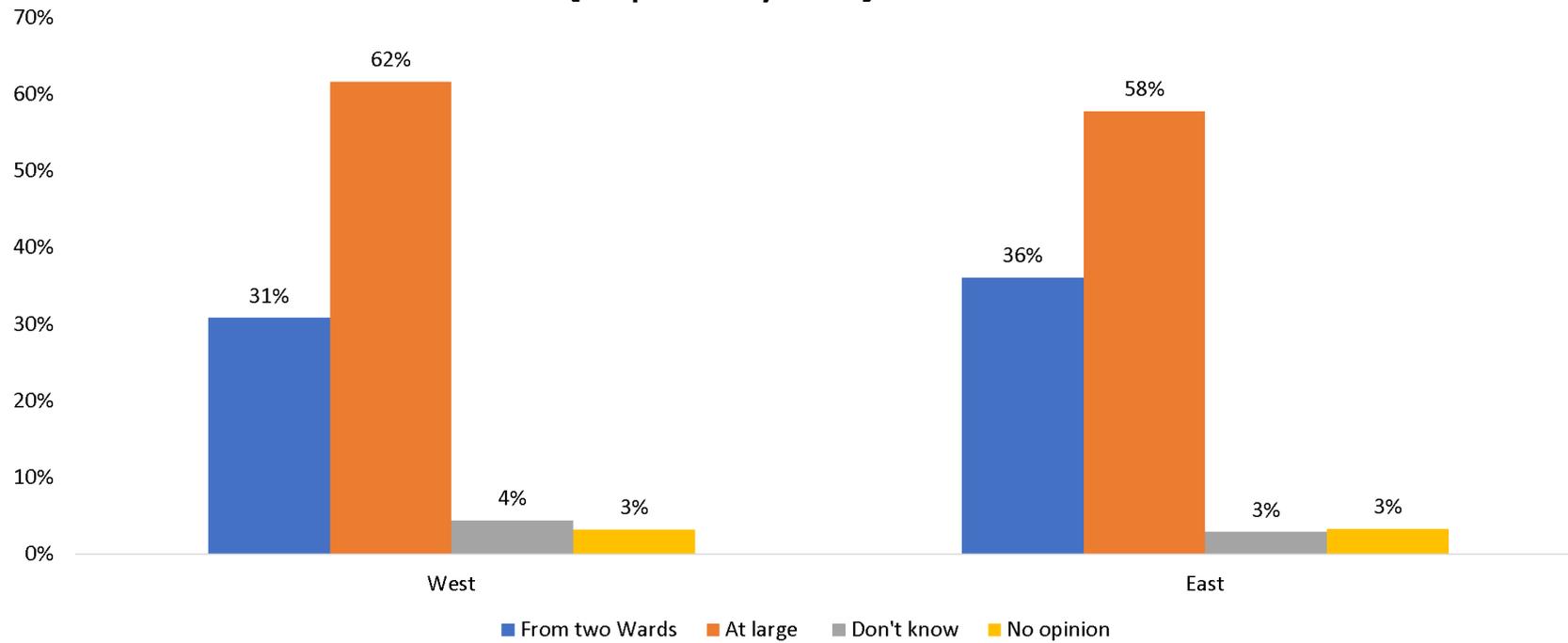
# How do you want to choose your Councillors? Is that:



Base: n=500

# How do you want to choose your Councillors? Is that:

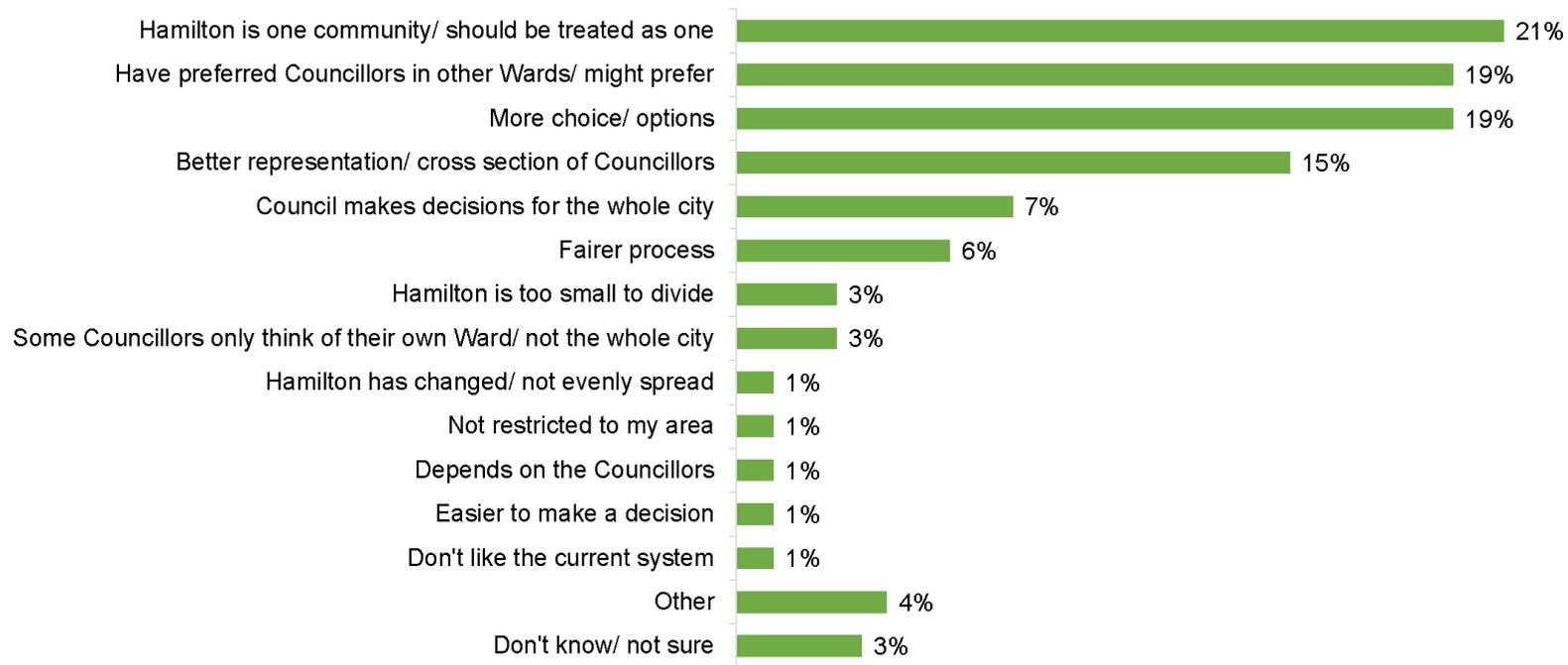
[Responses By Ward]



Base: West, n=255; East, n=245

# Why do you say that? - At large

[Total Responses]



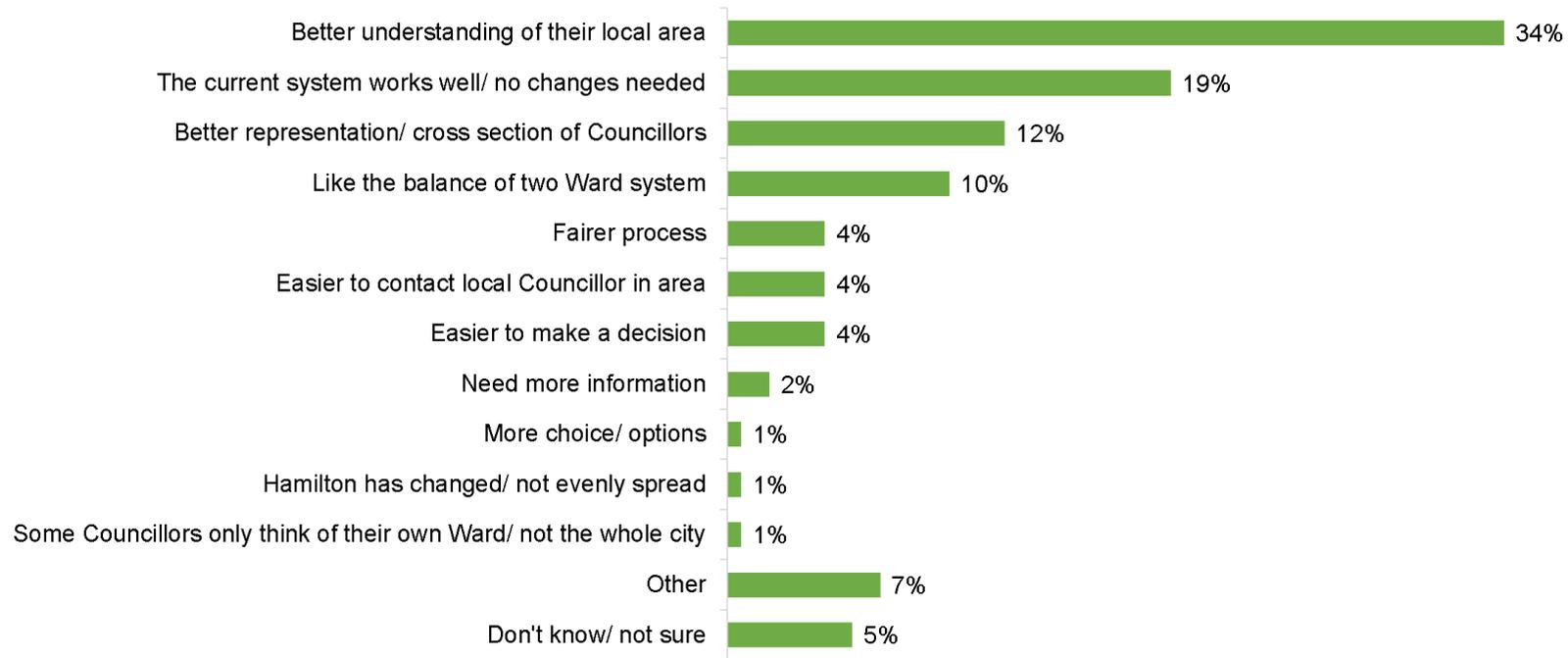
Base: n=293

## Why do you say that? - At large: [Responses By Ward]

Column %	West	East
Hamilton is one community/ should be treated as one	18%	23%
Have preferred Councillors in other Wards/ might prefer	19%	20%
More choice/ options	20%	18%
Better representation/ cross section of Councillors	15%	15%
Council makes decisions for the whole city	11%	4%
Fairer process	5%	6%
Hamilton is too small to divide	4%	3%
Some Councillors only think of their own Ward/ not the whole city	2%	4%
Hamilton has changed/ not evenly spread	1%	1%
Not restricted to my area	1%	1%
Depends on the Councillors	1%	1%
Easier to make a decision	1%	1%
Don't like the current system	1%	1%
Other	3%	5%
Don't know/ not sure	4%	2%

Base: West, n=152; East, n=141

# Why do you say that? - Two Wards [Total Responses]



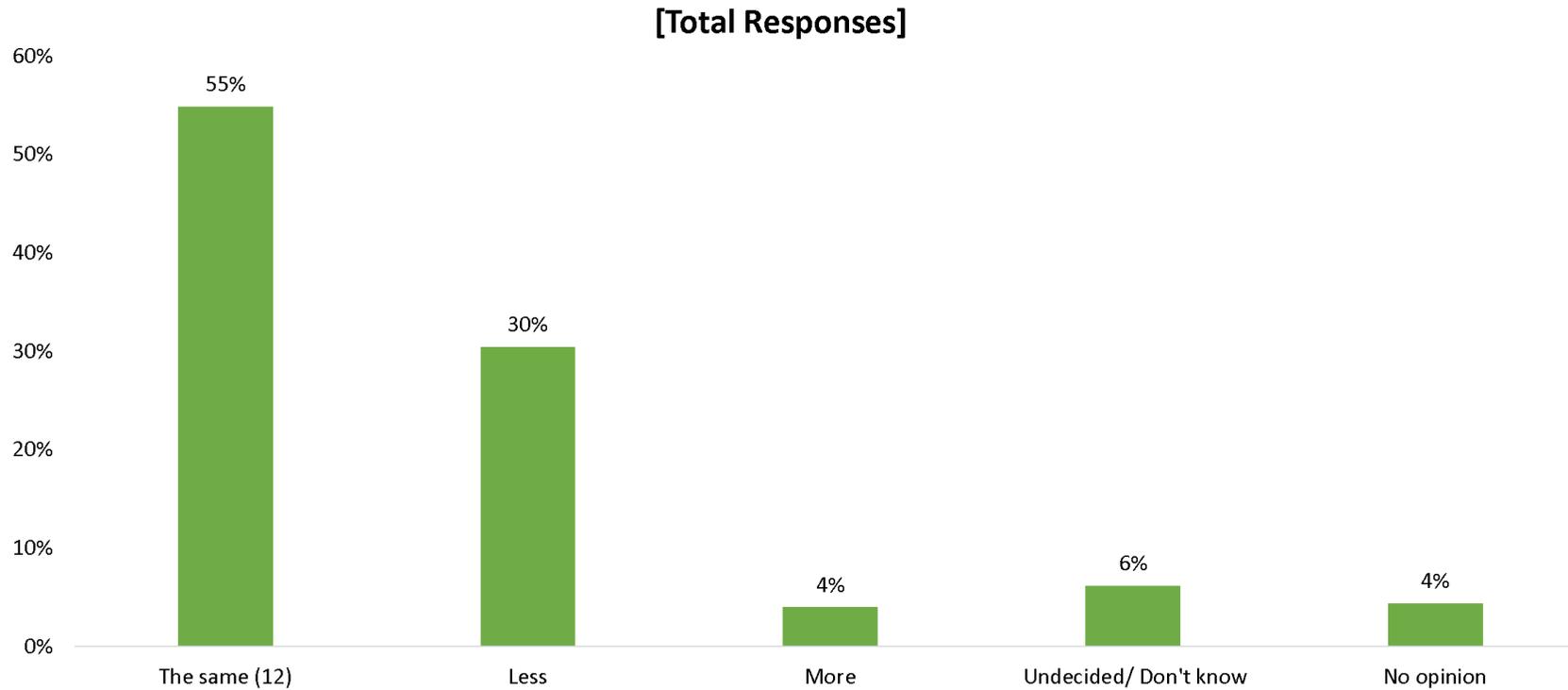
Base: n=165

## Why do you say that? - 2 Wards: [Responses By Ward]

Column %	West	East
Better understanding of their local area	31%	36%
The current system works well/ no changes needed	22%	17%
Better representation/ cross section of Councillors	13%	11%
Like the balance of two Ward system	10%	9%
Fairer process	4%	5%
Easier to make a decision	4%	5%
Easier to contact local Councillor in area	3%	6%
Need more information	4%	0%
More choice/ options	1%	0%
Hamilton has changed/ not evenly spread	0%	1%
Some Councillors only think of their own Ward/ not the whole city	0%	1%
Other	8%	6%
Don't know/ not sure	3%	7%

Base: West, n=77; East n=88

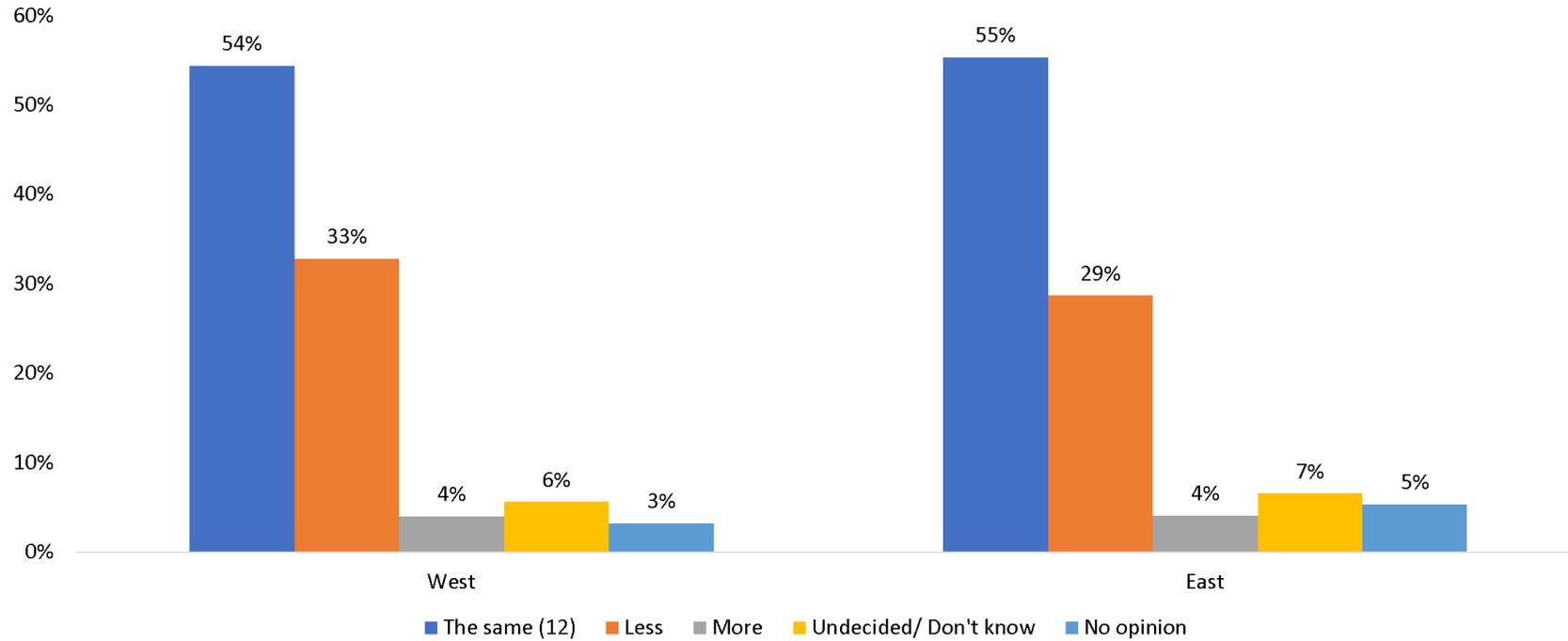
How many Councillors do you think Hamilton should have? Do you think it should be:



Base: n=500

How many Councillors do you think Hamilton should have? Do you think it should be:

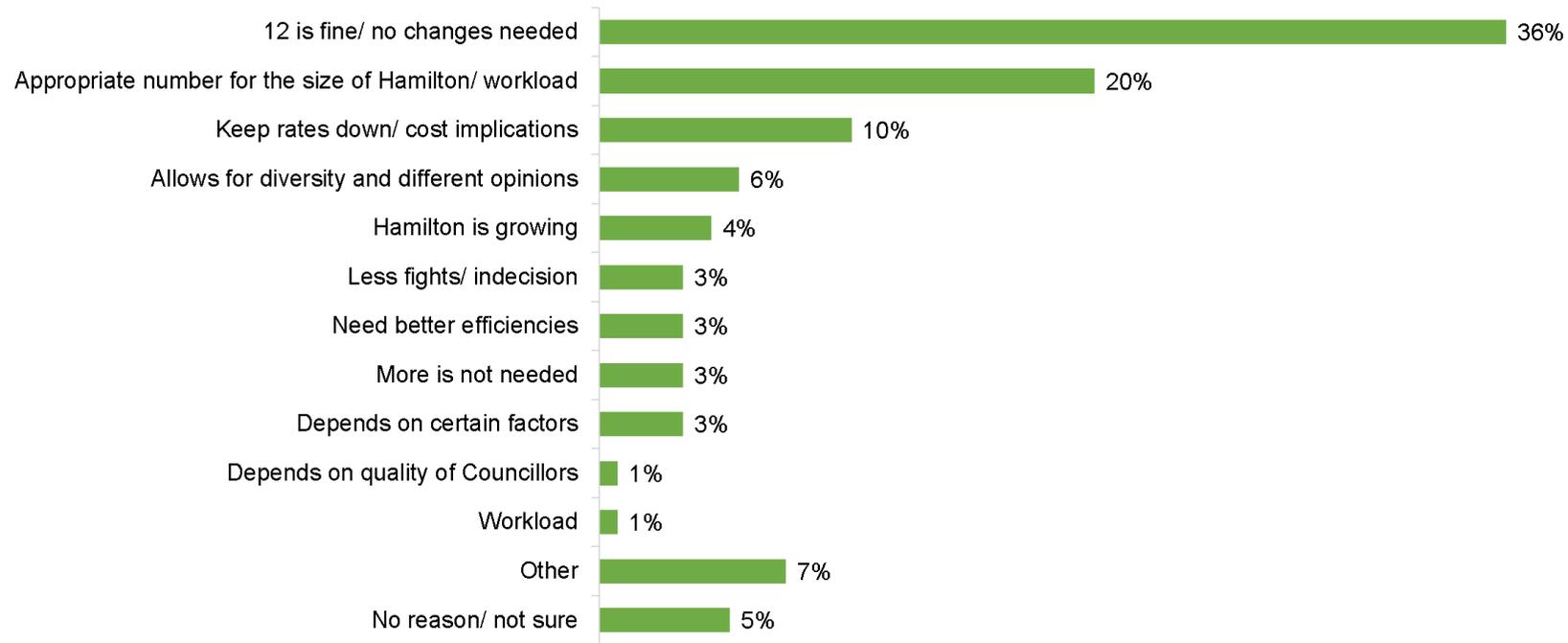
[Responses By Ward]



Base: West, n=255; East n=245

# Why do you say that? The same

[Total Responses]



Base: n=274

Item 15

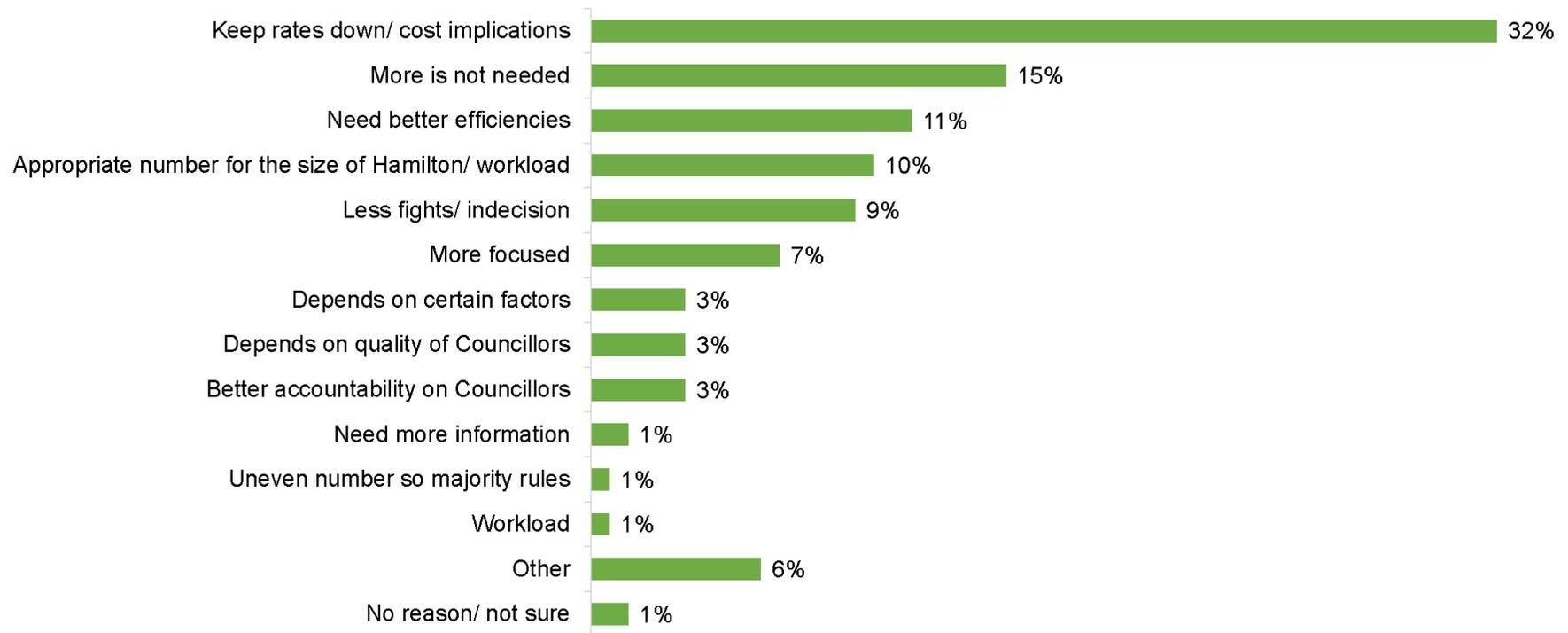
Attachment 7

## Why do you say that? The same: [Responses By Ward]

Column %	West	East
12 is fine/ no changes needed	38%	34%
Appropriate number for the size of Hamilton/ workload	17%	22%
Keep rates down/ cost implications	7%	13%
Allows for diversity and different opinions	7%	4%
Hamilton is growing	2%	7%
Less fights/ indecision	4%	3%
Need better efficiencies	4%	2%
More is not needed	2%	3%
Depends on certain factors	2%	3%
Depends on quality of Councillors	0%	2%
Workload	1%	1%
Other	9%	5%
No reason/ not sure	7%	4%

Base: West, n=138; East, n=136

# Why do you say that? Less [Total Responses]



Base: n=152

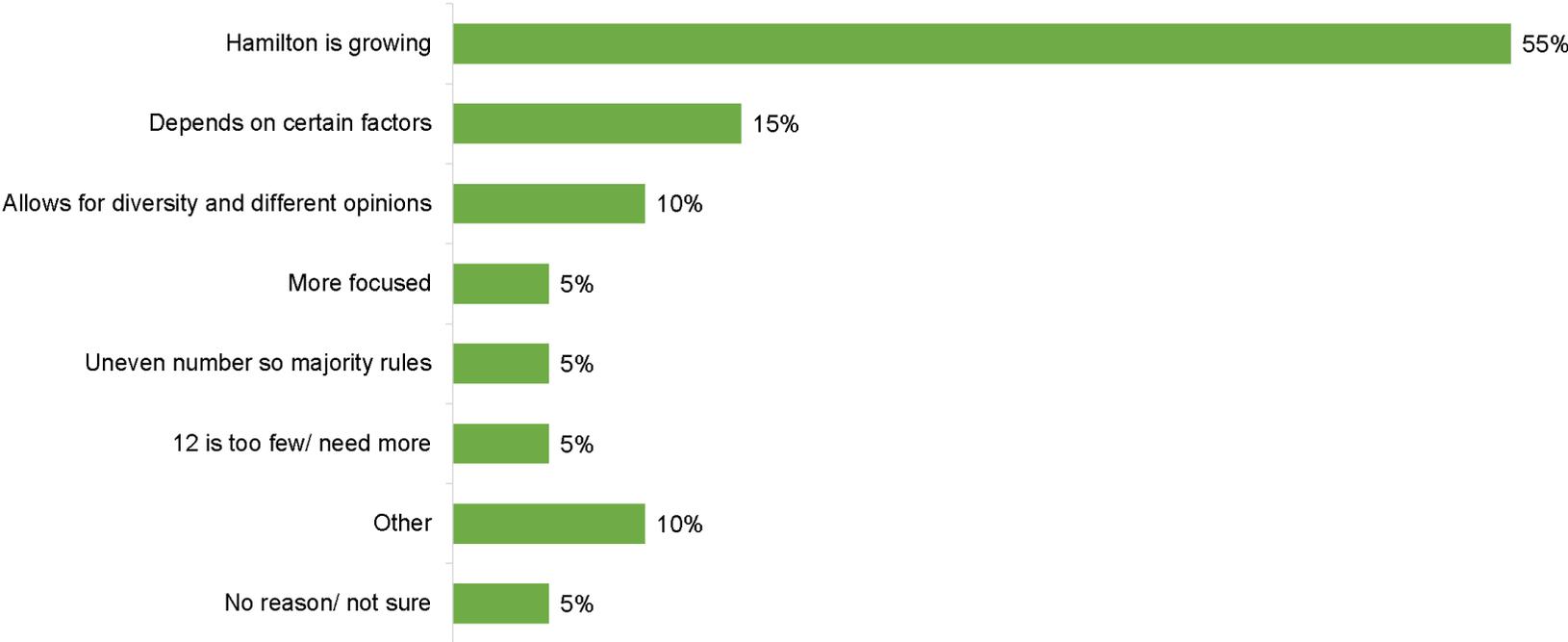
## Why do you say that? Less: [Responses By Ward]

Column %	West	East
Keep rates down/ cost implications	37%	26%
More is not needed	16%	13%
Need better efficiencies	12%	10%
Appropriate number for the size of Hamilton/ workload	6%	14%
Less fights/ indecision	10%	9%
More focused	6%	7%
Depends on certain factors	2%	4%
Depends on quality of Councillors	4%	3%
Better accountability on Councillors	4%	3%
Need more information	1%	1%
Uneven number so majority rules	0%	1%
Workload	0%	1%
Other	5%	7%
No reason/ not sure	1%	1%

Base: West, n=81; East, n=71

# Why do you say that? More

[Total Responses]



Base: n=20

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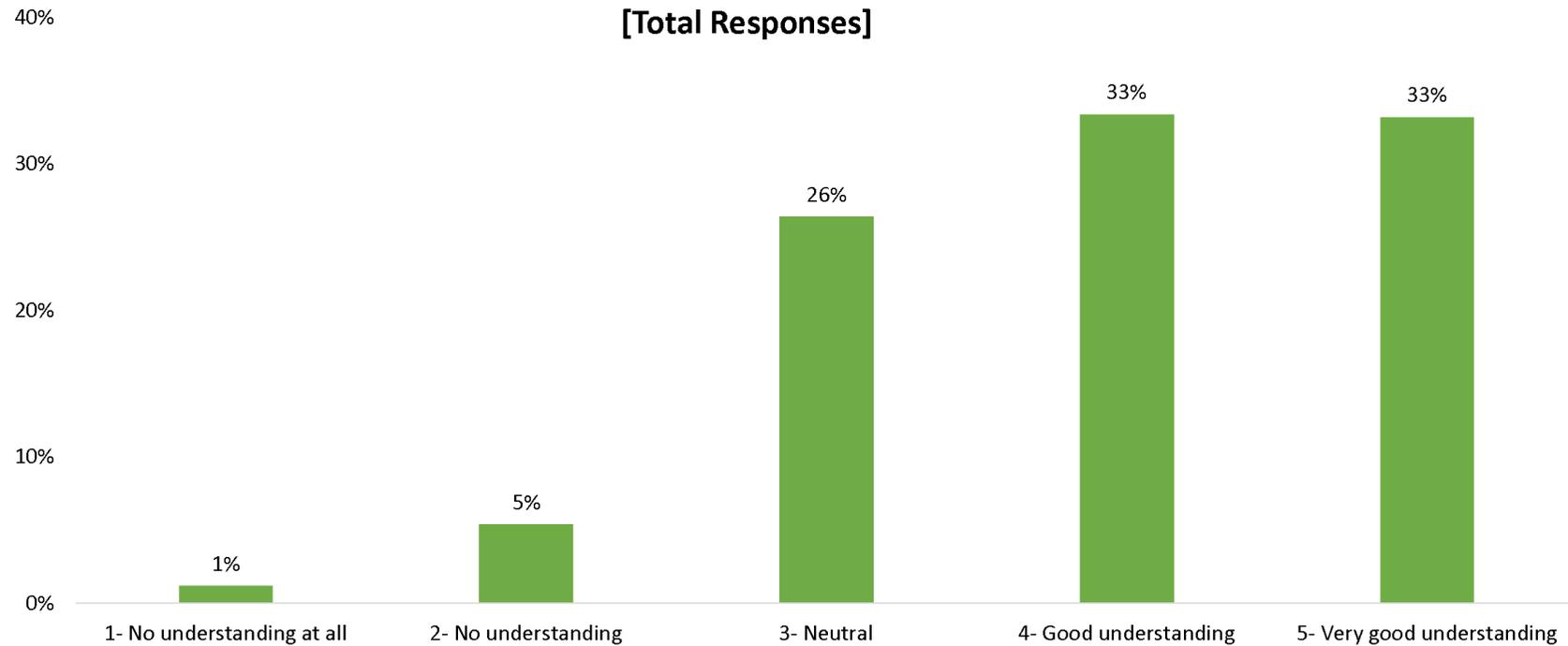
Attachment 7

## Why do you say that? More: [Responses By Ward]

Column %	West	East
Hamilton is growing	60%	50%
Depends on certain factors	10%	20%
Allows for diversity and different opinions	10%	10%
More focused	0%	10%
Uneven number so majority rules	10%	0%
12 is too few/ need more	0%	10%
Other	10%	10%
No reason/ not sure	0%	10%

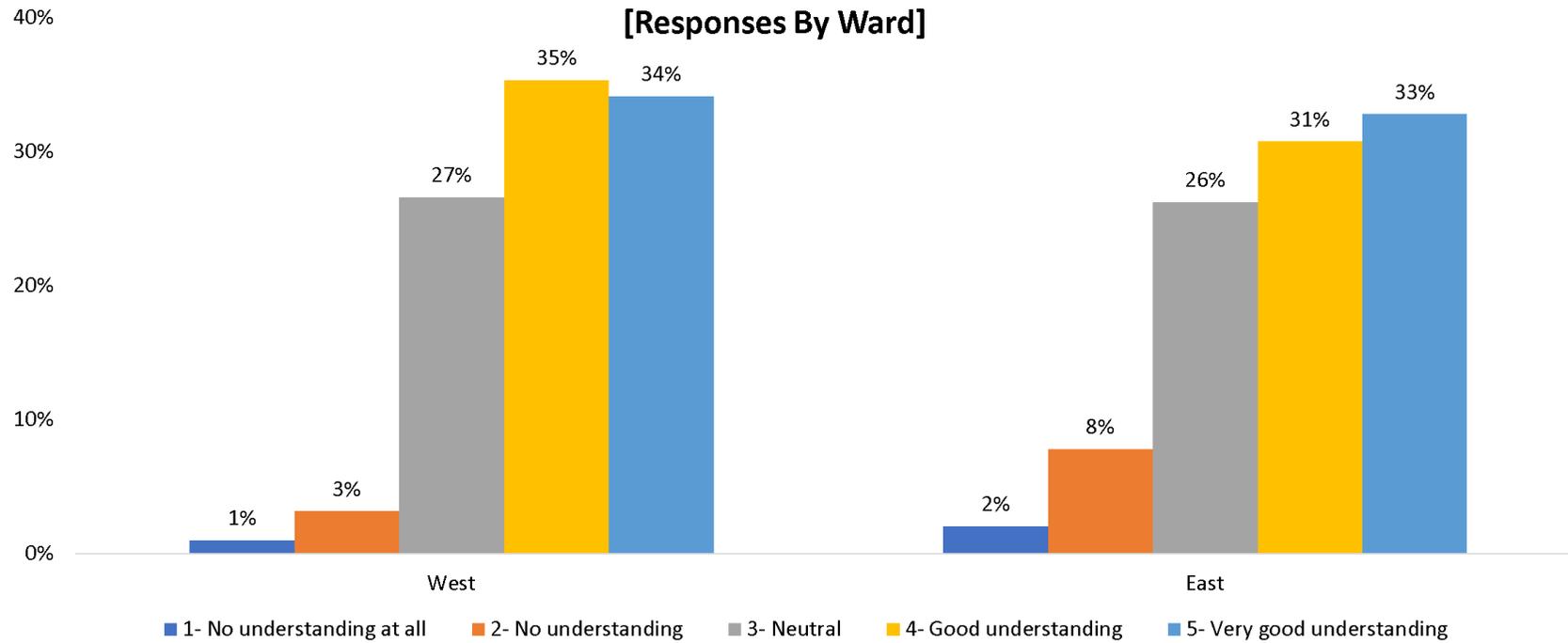
Base: West, n=10; East, n=10

Finally, using a scale of 1 to 5...how would you rate your understanding of matters we have talked to you about today...



Base: n=500

Finally, using a scale of 1 to 5...how would you rate your understanding of matters we have talked to you about today...



Base: West, n=255; East, n=245