SOUTHLAND
DISTRICT COUNCIL

Representation Review

Initial Proposal

Consultation Booklet

Mō tātou, ā, mō ngā uri ā muri ake nei

For us and our children after us

Contents

p4 The reasons for a Representation Review

p5 Part One - Summary, submissions and key issues

p6 Invitation to submit

p7 Part Two - Council's consideration of the issues

p10 Part Three - The proposal in detail

p14 Part Four - Maps of the five wards

p20 Part Five - Maps of the community boards

The reasons for a Representation Review

The Local Electoral Act 2001 (the act) requires local authorities to review their representation arrangements at least once every six years. Southland District Council last reviewed its arrangements in 2012 and is now reviewing them for the 2019 elections.

Representation arrangements include:

- The number of councillors to be elected to Council
- Whether councillors are elected by wards or the District as a whole or a mixture of both systems
- If elected by wards, the number of boundaries and names of these wards and the number of councillors that will represent them
- Whether to have community boards and, if so, how many, their boundaries and membership.

The Representation Review for 2018 gives the District the opportunity to consider a structure that is more efficient and effective, delivers equity of representation and keeps local input and involvement at its centre. The Initial Proposal considers the factors of identifying communities of interest, effective representation of communities of interest and fair representation of electors. In addition, Council identified a set of guiding principles on which the Initial Proposal is based.

The review also addresses the current Winton-Wallacetown ward boundary and associated population representation, which does not comply with the 'fair representation' requirement as described in section 19V(2) of the act. In addition, the Initial Proposal provides full District coverage of community boards.

The act requires Council to develop an 'initial proposal' and then publicly notify it. **Submissions open on this proposal on 30 April 2018 and will close at 5pm on Wednesday 6 June 2018.** Council will hear submitters who wish to speak to their submission in mid-June. Refer to the timetable for key dates.

Submissions will be heard by Council and members of the working group who helped to develop the review. Council will consider and deliberate on the submissions before adopting its final proposal on 11 July 2018. It will then issue this in a public notice. If anyone appeals or objects to the final proposal, Council will refer the matter to the Local Government Commission to decide. The commission is required to publish its decision by 11 April 2019, and the decision is final unless there is a judicial review or appeal on a point of law.

To provide further information on the proposal, Council is also publishing a Community Governance Reference Document which sets out background information about the process Council has used and points for consideration identified in developing the Initial Proposal. It also provides information on a proposed community governance structure.

You can find more details regarding information relating to this Initial Proposal in the Reference Document and in the report to Council on this matter.

Representation Review Timetable

(as prescribed by the Local Electoral Act 2001)

Date	Activity
30 April	Submissions open on the Initial Proposal
5pm Wednesday 6 June	Submissions close
18-19 June	Submissions heard
June	Consideration
11 July	Council adopts its Final Proposal
18 July	Council publicly notifies its Final Proposal
Mid August	Council forwards appeals and objections to its final Proposal to the Local Government Commission
April	Deadline for final determination from the Local Government Commission
October	Local elections held under new representation arrangements

Part One - Summary, submissions and key issues

Summary of Initial Proposal

The Initial Proposal is for Southland District Council to have five wards and 12 councillors – three councillors elected from three wards, two councillors from one ward and one councillor elected from one ward, with eight community boards covering the District and one mayor elected at large.

The five wards would be as follows:

- **Mararoa Waimea**
  – three councillors
- **Winton Wallacetown**
  – three councillors
- **Waiau Aparima**
  – three councillors
- **Waihopai Toetoe**
  – two councillors
- **Stewart Island Rakiura**
  – one councillor

The community boards would be as follows with membership of elected members and one appointed councillor.

Proposed community board	Number of elected members	Number of appointed councillors	Total members
Fiordland	6	1	7
Northern	6	1	7
Ardlussa	6	1	7
Oreti	8	1	9
Waihopai Toetoe	7	1	8
Takitimu	6	1	7
Taramea Te Waewae	6	1	7
Stewart Island Rakiura	4	1	5

For the details see Part three, The proposal in detail on pages 10-13. To make a submission see the attached Submission form or visit our website.

Invitation to Submit

The submission form in this booklet tells you the different ways you can make your submission. Remember, we must receive your submission no later than 5pm on the closing date of Wednesday 6 June 2018.

We want to know what you think about this proposal.

Key issues

Requirements for this review:

The Local Government Commission (the commission) guidelines recommend following three steps to comply with the law:

- Identify communities of interest
- Determine effective representation of communities of interest
- Consider fairness of representation of electors.

In preparing its Initial Proposal, Council had to decide the:

- Basis for election ie, whether councillors are elected at large, by wards or a mix of both
- Number of councillors to be elected
- Ward numbers, boundaries and names and the number of councillors that will represent them
- Community board numbers, their boundaries, names and membership
- Detailed arrangements on the number of electoral subdivisions, if any.

Council also had to consider whether community boards should be subdivided for electoral purposes.

In addition to these factors, Council considered the electoral system, ie, either first past the post (FPP) or single transferrable voting (STV), and the possibility of Maori wards.

The Council resolved on 6 September 2017 to retain the First Past the Post electoral system for the 2019 elections. Following consultation with iwi, Council resolved at its meeting on 18 October 2017 to take no action to establish a Maori ward.

Part Two - Council's consideration of the issues

Consideration of the issues

In 2015 Council identified the Community Governance Review as a priority project to assist in informing the 2018 Representation Review, which is to consider whether the representation structure is effective and equitable for all of Southland District. For more information refer to the reference document.

An elected representative working group (the working group) comprising the mayor, three councillors, two community board chairs and two community development area subcommittee chairs was established to provide feedback and inform the development of issues, options, governance requirements and opportunities and assist the community engagement process. The working group has also delivered a strong political voice in delivering the project and process to communities across the district – both from a process perspective and from a council mandate for change.

Pre-consultation

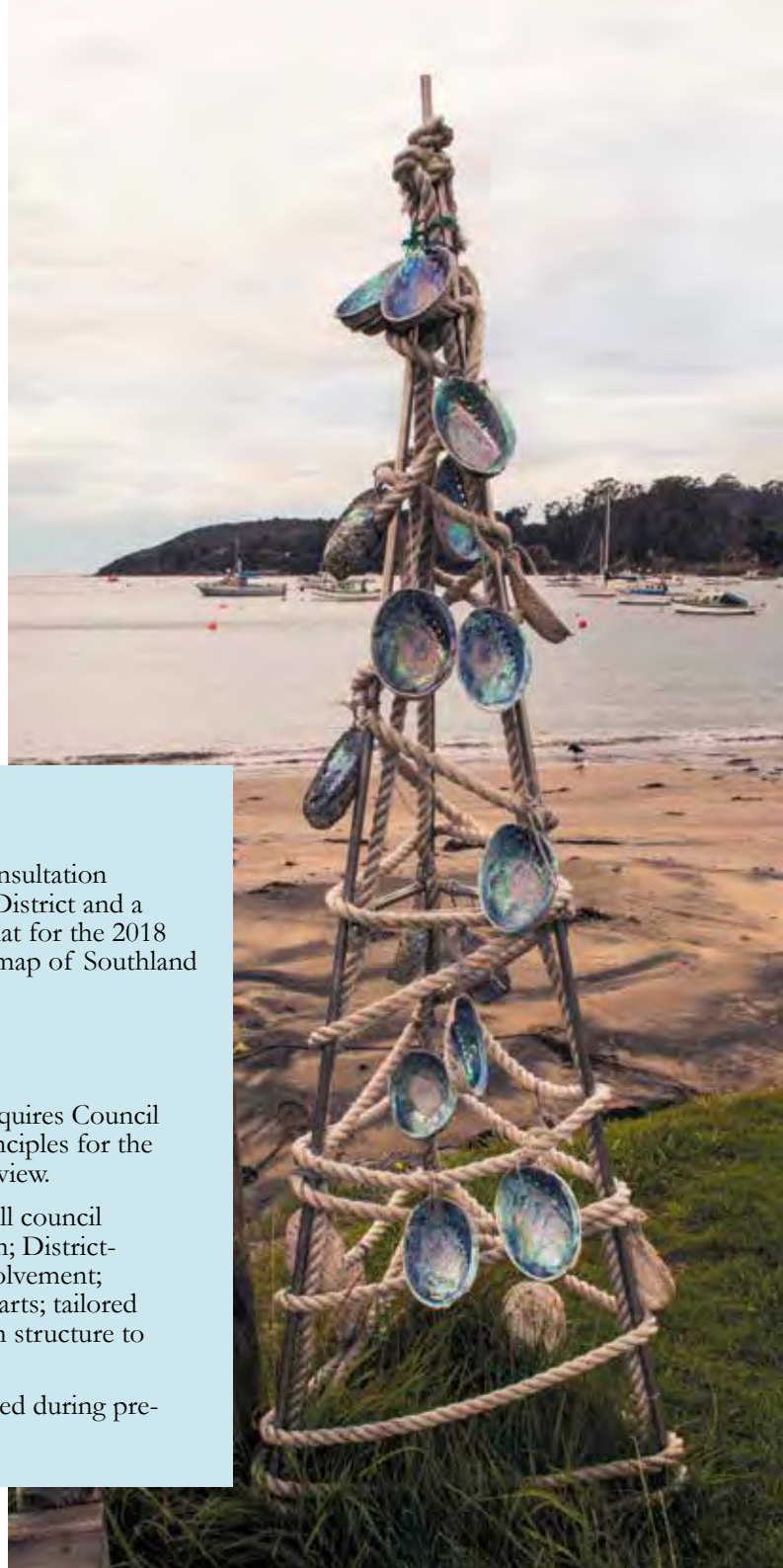
Council and the working group undertook a period of pre-consultation which included 18 community conversations throughout the District and a survey available in paper form and online. It was identified that for the 2018 Representation Review the Council was starting with a blank map of Southland District – a clean sheet of paper.

Guiding principles

In addition to the factors that the Local Electoral Act 2001 requires Council to consider, the Council developed the following Guiding Principles for the development of its Initial Proposal for the Representation Review.

The principles are: community leadership; clear purpose; small council big community; full District coverage; equity of representation; District-wide framework for service delivery; localism – input and involvement; relationships first; streamlined delivery – reduce the moving parts; tailored and targeted delegations to meet the purpose; the organisation structure to reflect the governance structure

Based on these guiding principles and the preferences expressed during pre-consultation, Council has prepared the Initial Proposal.



Benefits of the Initial Proposal

Council considers this proposal has a number of benefits:

- Representation should comply with the 'fair' requirement – this model complies with 'fair representation' requirements except for Stewart Island Rakiura
- Effective representation of communities of interest – this model is consistent with the communities of interest identified in the community governance review
- Majority preliminary consultation feedback supported the current number of councillors and wards – this model is consistent with that
- Majority preliminary consultation feedback supported the principle of District-wide coverage of community boards – this model does that while retaining the current number of community boards (eight).

Identifying communities of interest

When identifying communities of interest in Southland District the Community Governance Review took into account several factors, including a sense of belonging to an area; attitudes reflecting identity with an area; local service areas and physical or geographical barriers. In Southland District there are a number of communities (in particular Stewart Island Rakiura) with a sense of isolation. The District has a population of 31,100 (usually resident) spread over a total area of 30,000km². 14,300km² of that area is Department of Conservation National Park. Nevertheless, a sense of isolation remains on the mainland given that it is approximately 355 kilometres from Curio Bay in the southeast of the District to Milford Sound in the northwest.

The commission has previously said that the test for isolation is a significant one.

Stewart Island Rakiura – Isolated community

In its determination of representation arrangements for Southland District in 2013 the commission agreed that the Stewart Island Rakiura ward, being an island community of interest, requires its own ward to ensure effective representation.

Council proposes that this should continue for the 2018 representation arrangements.

Effective representation of communities of interest

Effective representation of communities of interest includes:

- Identifying communities of interest that are geographically distinct
- Accessibility, size and configuration of an area, including

  -The residents' reasonable access to their elected members and vice versa
- The elected members' ability to

  -Effectively represent the view of their electoral area

  -Attend public meetings throughout the area and provide reasonable opportunities for face-to-face meetings
- Considering single versus multi-member wards
- Whether to have community boards and, if so, how many, their boundaries and membership.

Effective representation is limited by law, such that:

- The mayor must be elected at large
- Members (councillors) must be no fewer than six or more than 30, including the mayor.

Election at large, by ward or mixed

Based on the information gathered during pre-consultation, Council considered whether effective representation would be best achieved by way of

- An at-large system (where all members are elected by all voters across the District)
- A ward system
- A mixed system, with members elected partly at large and partly by ward.

Council proposes to retain the current arrangements of electing members by wards, with four multi-member wards and one ward with one member elected.

Ward boundaries

In order to achieve compliance with the +/- 10% fair representation rule the ward boundaries needed to be reconsidered as the effect of the 2013 census showed that for the Winton Wallacetown ward the population per councillor ratio was 19.77%. Council considers that the proposal best achieves compliance with fair representation while maintaining communities of interest. In order to achieve this the boundary for the current Mararoa Waimea ward has been extended to south of Dipton and the boundary altered between the Waimea Aparima ward and Winton Wallacetown ward to keep the township of Wallacetown in the Winton Wallacetown ward.

The proposal keeps the same ward names as the current arrangements.

Community boards

There was consensus for the principle of District-wide coverage of community boards. There are currently eight community boards. The proposal sees the number remaining at eight but for the majority the communities of interest and associated boundaries of the newly proposed community boards have been redefined and enlarged.

In the next section the Initial Proposal is outlined in detail

Part Three - The proposal in detail

Initial Proposal

Council representation

Council proposes that the following changes apply to Southland District Council for the 2019 local authority elections and elections thereafter, until altered by a subsequent decision:

1. That the District be divided into five wards with three wards each electing three councillors, one ward electing two councillors and one ward electing one councillor.
2. That the ward names remain as follows:

   Mararoa Waimea – three councillors

   Winton Wallacetown – three councillors

   Waiau Aparima – three councillors

   Waihopai Toetoes – two councillors

   Stewart Island Rakiura – one councillor
3. That the five wards reflect the following identified communities of interest:

Proposed Ward	Localities
Mararoa Waimea	Ardlussa, Athol, Balfour, Benmore, Caroline, Cascade Creek, Castlerock, Cattle Flat, Dipton, Dipton West, Five Rivers, Freshford, Garston, Glenaray, Glenure, Hollyford, Jamestown, Josephville, Kingston Crossing, Lintley, Longridge, Longridge North, Lowther, Lumsden, Manapouri, Mandeville, Milford Sound, Mossburn, Nokomai, Otapiri, Otapiri Gorge, Parawa, Potters, Riversdale, Saint Patricks, Sandstone, Te Anau, The Dale, The Key, Waikaia, Waimea, Waiparu, Waipounamu, Wendon, Wendonside
Stewart Island Rakiura	All of Stewart Island Rakiura, the surrounding Islands and Ruapuke Island
Waiau Aparima	Aparima, Avondale, Bayswater, Birchwood, Blackmount, Clifden, Colac Bay/Oraka, Crawfords, Cromarty, Drummond, Dunearn, Eastern Bush, Ermedale, Fairfax, Feldwick, Five Roads, Gladfield, Gropers Bush, Gummies Bush, Happy Valley, Hazletts, Heddon Bush, Isla Bank, Longwood, Merrivale, Monowai, Nightcaps, Ohai, Opio, Orawia, Orepuki, Otahu Flat, Otahuti, Otaitai Bush, Otautau, Pahia, Papatotara, Piko Piko, Port Craig, Pourakino Valley, Pukemaori, Raymonds Gap, Ringway, Riverton/Aparima, Round Hill, Ruahine, Scotts Gap, Spar Bush, Taramoa, Te Oneroa, Te Tua, Te Waewae, Thornbury, Tihaka, Tinkertown, Tuatapere, Waianiwa, Waihoaka, Waikouro, Waimatuku, Waipango, Wairio, Wakapatu, Woodlaw, Wreys Bush, Wrights Bush
Waihopai Toetoe	Ashers, Brydone, Bush Siding, Chaslands, Curio Bay, Dacre, Edendale, Fortification, Fortrose, Glenham, Gorge Road, Haldane, Kamahi, Kapuka, Kapuka South, Kennington, Longbush, Mataura Island, Menzies Ferry, Mimihau, Mokoreta, Mokotua, Morton Mains, Niagara, Ota Creek, Otara, Oteramika, Oware, Pine Bush, Progress Valley, Pukewao, Quarry Hills, Redan, Rimu, Seaward Downs, Slope Point, Te Peka, Timpanys, Titiroa, Tokanui, Tuturau, Waiarikiki, Waikawa, Waikawa Valley, Waimahaka, Waimatua, Waituna, Woodlands, Wyndham
Winton Wallacetown	Branxholme, Browns, Centre Bush, Gap Road, Glencoe, Grove Bush, Hedgehope, Heenans Corner, Hokonui, Kauana, Lady Barkly, Limehills, Lochiel, Lorneville, Mabel Bush, Makarewa, Makarewa Junction, Northope, Oporo, Oreti Plains, Pukemutu, Rakahouka, Roslyn Bush, Ryal Bush, South Hillend, Springhills, Te Tipua, Thomsons Crossing, Tussock Creek, Waimumu, Waitane, Wallacetown, West Plains, Wilsons Crossing, Winton

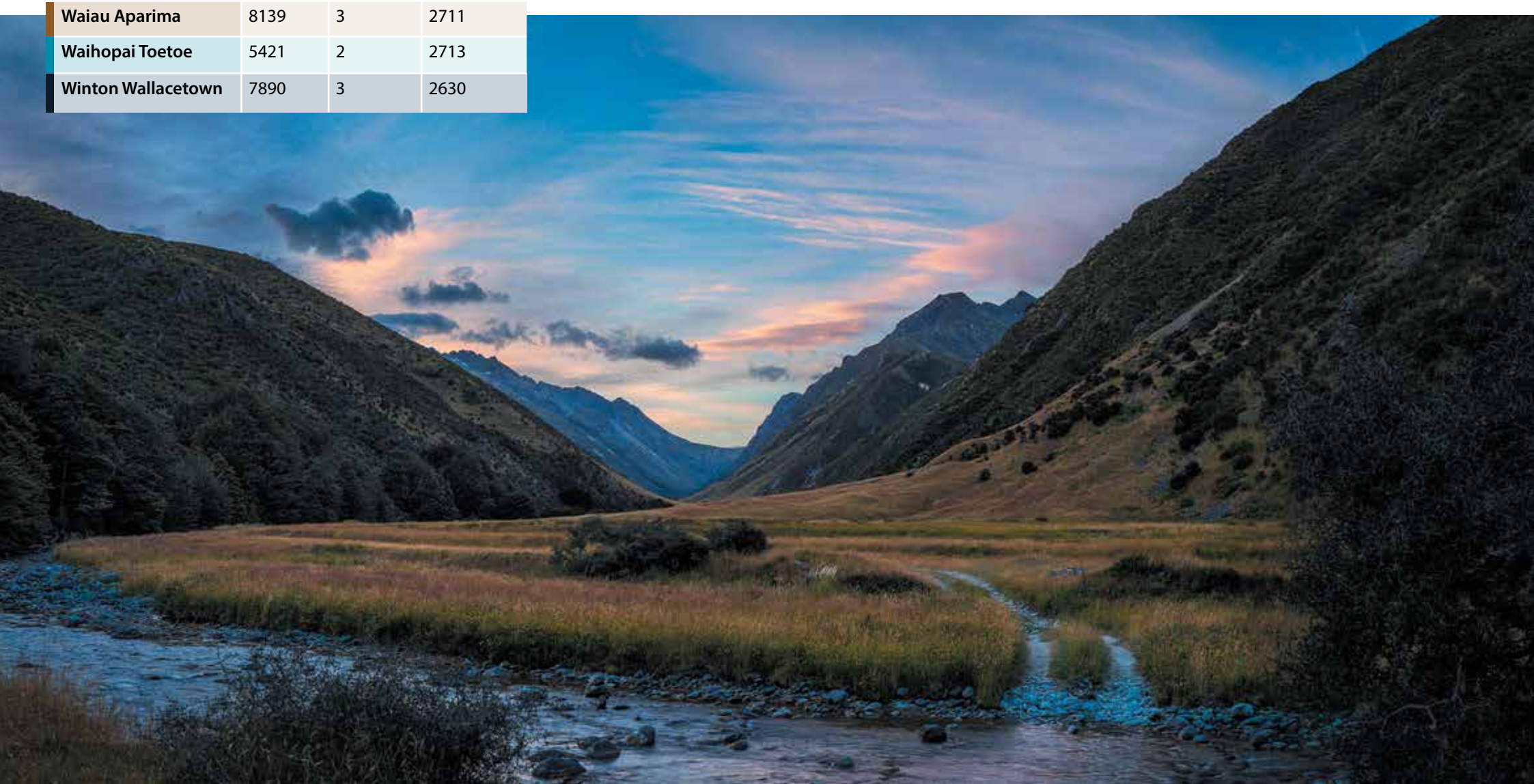
4. That the population each councillor (ward member) will represent is as follows:

Ward	2013 Census statistics	Elected members	Population per councillor
Mararoa Waimea	7803	3	2601
Stewart Island Rakiura	384	1	384
Waiau Aparima	8139	3	2711
Waihopai Toetoe	5421	2	2713
Winton Wallacetown	7890	3	2630

5. The population that each member represents is within the range of 2469 +/- 10% (2223–2715 in accordance with section 19V(2) of the Local Electoral Act 2001 that each member must be within the range, unless particular community of interest considerations justify otherwise.

Only the representation of the Stewart Island Rakiura ward falls outside the stipulated range. Council considers that the Stewart Island Rakiura ward warrants a member under section 19V(3)(a) as it is an island community of interest.

The boundaries for each ward are as per the attached ward maps in this Consultation Booklet.



6. Community board representation

That the following eight communities be represented by eight community boards and be elected as follows:

Proposed Community Board	Localities
Ardlussa	Ardlussa, Balfour, Cattle Flat, Freshford, Glenaray, Glenure, Kingston Crossing, Longridge, Longridge North, Mandeville, Potters, Riversdale, Saint Patricks, Sandstone, Waikaia, Waimea, Waiparu, Waipounamu, Wendon, Wendonside
Fiordland	Cascade Creek, Hollyford, Jamestown, Manapouri, Milford Sound, Te Anau, The Dale, The Key
Northern	Athol, Castlerock, Five Rivers, Garston, Lintley, Lowther, Lumsden, Mossburn, Nokomai, Parawa
Oreti	Benmore, Branxholme, Browns, Caroline, Centre Bush, Dipton, Dipton West, Gap Road, Glencoe, Grove Bush, Hedgehope, Heenans Corner, Hokonui, Josephville, Kauana, Lady Barkly, Limehills, Lochiel, Lorneville, Mabel Bush, Makarewa, Makarewa Junction, Northope, Oporo, Oreti Plains, Otapiri, Otapiri Gorge, Pukemutu, Rakahouka, Roslyn Bush, Ryal Bush, South Hillend, Springhills, Te Tipua, Thomsons Crossing, Tussock Creek, Waimumu, Waitane, Wallacetown, West Plains, Wilsons Crossing, Winton
Stewart Island Rakiura	All of Stewart Island Rakiura, the surrounding islands and Ruapuke Island
Takitimu	Aparima, Avondale, Bayswater, Crawfords, Drummond, Dunearn, Five Roads, Gladfield, Heddon Bush, Isla Bank, Nightcaps, Ohai, Opio, Otahuti, Otautau, Ringway, Scotts Gap, Spar Bush, Tinkertown, Waikouro, Wairio, Woodlaw, Wreys Bush
Taramea Te Waewae	Birchwood, Blackmount, Clifden, Colac Bay/Oraka, Cromarty, Eastern Bush, Ermedale, Fairfax, Feldwick, Gropers Bush, Gummies Bush, Happy Valley, Hazletts, Longwood, Merrivale, Monowai, Orawia, Orepuki, Otahu Flat, Otaitai Bush, Pahia, Papatotara, Piko Piko, Port Craig, Pourakino Valley, Pukemaori, Raymonds Gap, Riverton/Aparima, Round Hill, Ruahine, Taramoa, Te Oneroa, Te Tua, Te Waewae, Thornbury, Tihaka, Tuatapere, Waianiwa, Waihoaka, Waimatuku, Waipango, Wakapatu, Wrights Bush
Waihopai Toetoe	Ashers, Brydone, Bush Siding, Chaslands, Curio Bay, Dacre, Edendale, Fortification, Fortrose, Glenham, Gorge Road, Haldane, Kamahi, Kapuka, Kapuka South, Kennington, Longbush, Mataura Island, Menzies Ferry, Mimihau, Mokoreta, Mokotua, Morton Mains, Niagara, Ota Creek, Otara, Oteramika, Oware, Pine Bush, Progress Valley, Pukewao, Quarry Hills, Redan, Rimu, Seaward Downs, Slope Point, Te Peka, Timpanys, Titiroa, Tokanui, Tuturau, Waiarikiki, Waikawa, Waikawa Valley, Waimahaka, Waimatua, Waituna, Woodlands, Wyndham

7. That the boundaries for each board be as per the attached maps.

8. That the Fiordland, Northern, Ardlussa, Takitimu and Taramea Te Waewae community boards each elect six members. They will each have one appointed member from the ward in which they are situated.

9. That the Oreti Community Board elects eight members. One member will be appointed from a ward in which it is situated.

10. That the Waihopai Toetoe Community Board elects seven members. One member will be appointed from the ward in which it is situated.

11. That the Stewart Island Rakiura Community Board elects four members. One member will be appointed from the ward in which it is situated.

No community board will be subdivided for electoral purposes.

Community boards, elected and appointed member numbers:

Community Board	Elected members	Appointed councillor
Ardlussa	6	1
Fiordland	6	1
Northern	6	1
Oreti	8	1
Stewart Island Rakiura	4	1
Takitimu	6	1
Taramea Te Waewae	6	1
Waihopai Toetoe	7	1

For more information

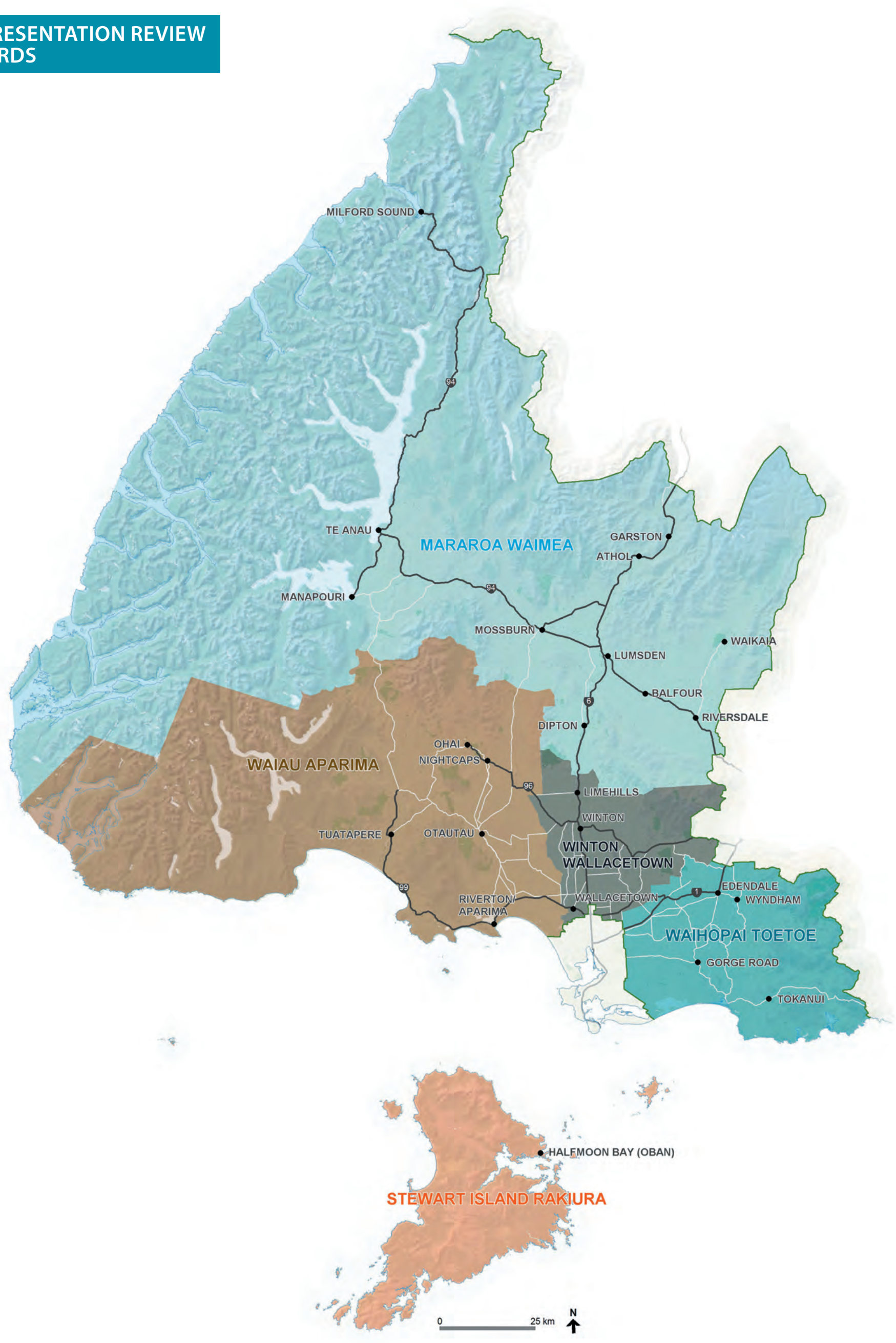
Maps of the proposed ward and community board boundaries start on page 14.

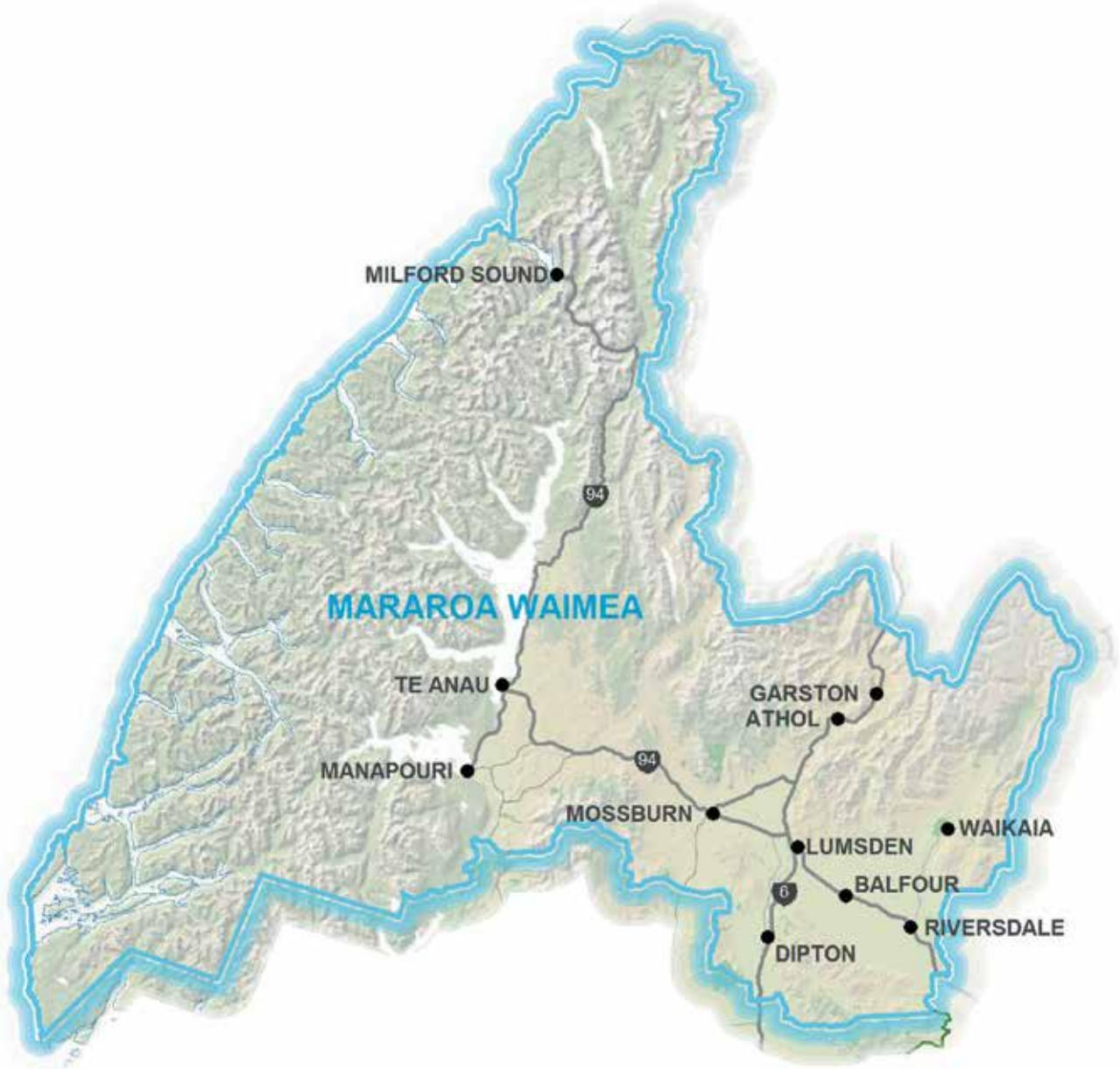
A Community Governance Reference Document has also been prepared to provide information on the background, process undertaken relating to the associated community governance review and indicative draft terms of reference for the proposed community boards.

You can find it online here:
https://www.southlanddc.govt.nz/repreview

Part Four - Maps of the five wards

REPRESENTATION REVIEW - WARDS




MILFORD SOUND
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MARAROA WAIMEA
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ATHOL
MANAPOURI
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MOSSBURN
WAIKAIA
LUMSDEN
BALFOUR
6
RIVERSDALE
DIPTON

WAIAU APARIMA
OHAI
NIGHTCAPS
WAIRIO
96
DRUMMOND
TUATAPERE
OTAUTAU
99
THORNBURY
OREPUKI
COLAC BAY/ ORAKA
RIVERTON/
APARIMA

LIMEHILLS
WINTON
BROWNS
WINTON WALLACETOWN
WALLACETOWN

HALFMOON BAY (OBAN)
STEWART ISLAND RAKIURA

EDENDALE
WYNDHAM
WOODLANDS
98
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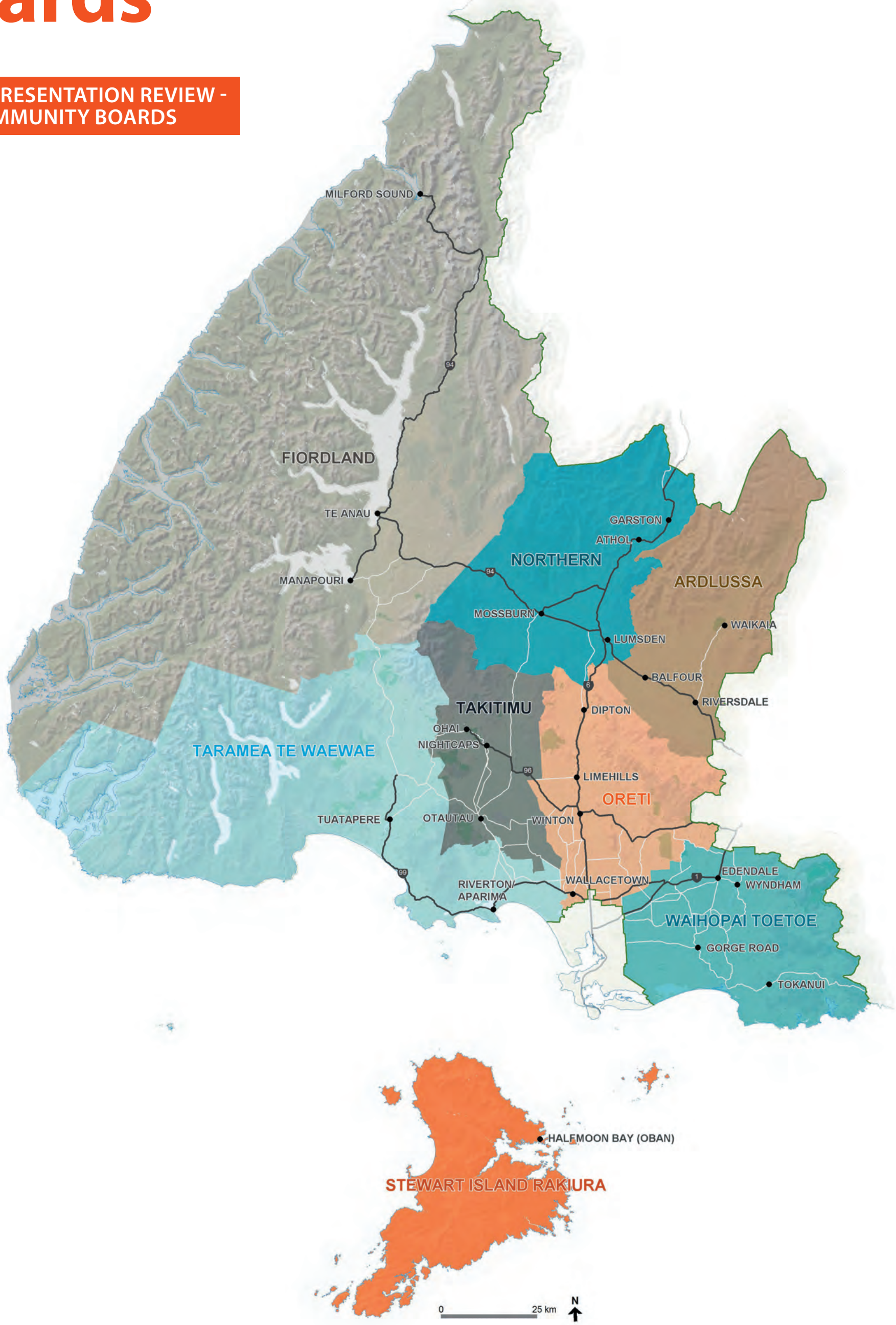
WAIHOPAI TOETOE
GORGE ROAD
WAIMAHAKA
TOKANUI
FORTROSE
WAIKAWA

Part Five - Maps of the community boards

REPRESENTATION REVIEW - COMMUNITY BOARDS



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FIORDLAND
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MANAPOURI
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NORTHERN
GARSTON
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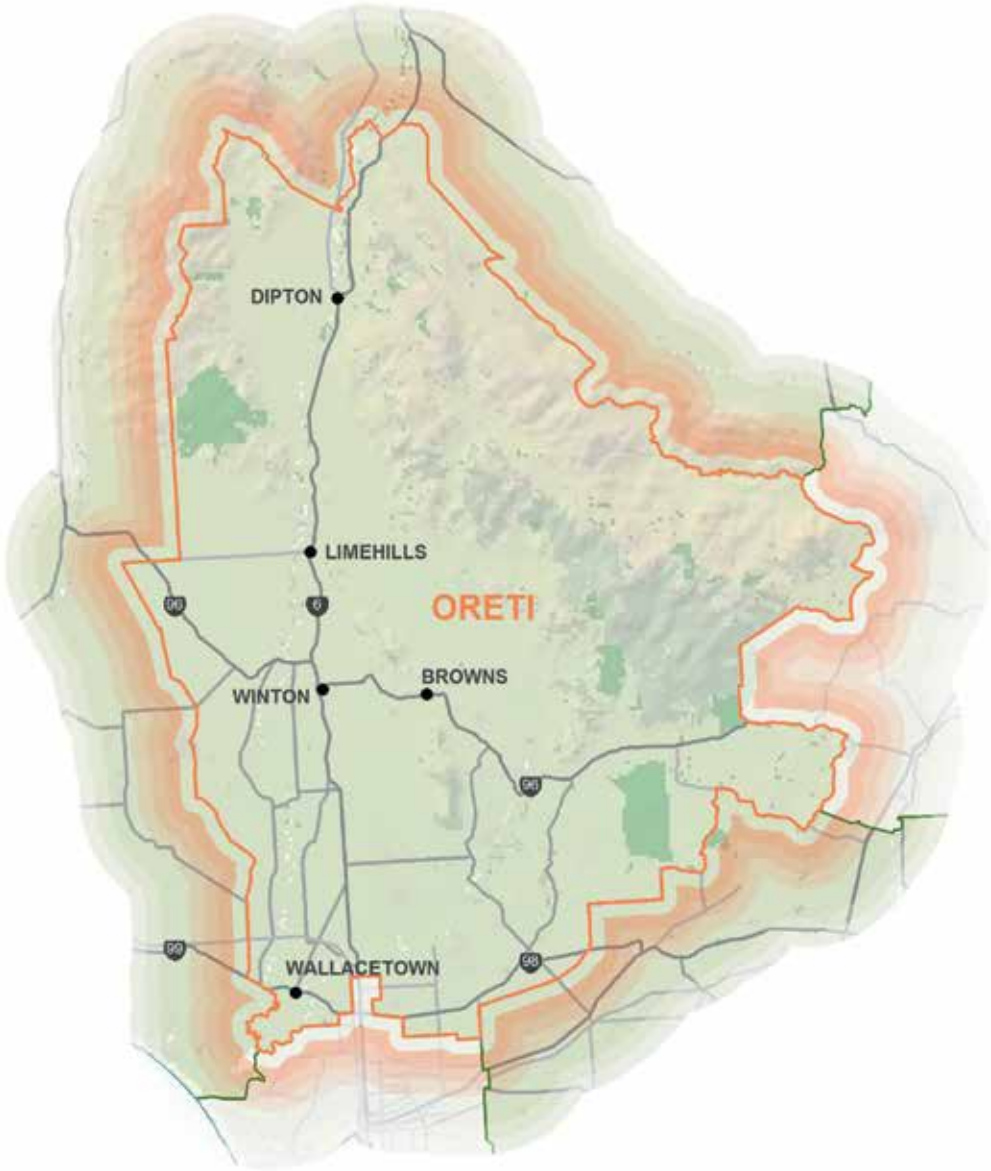
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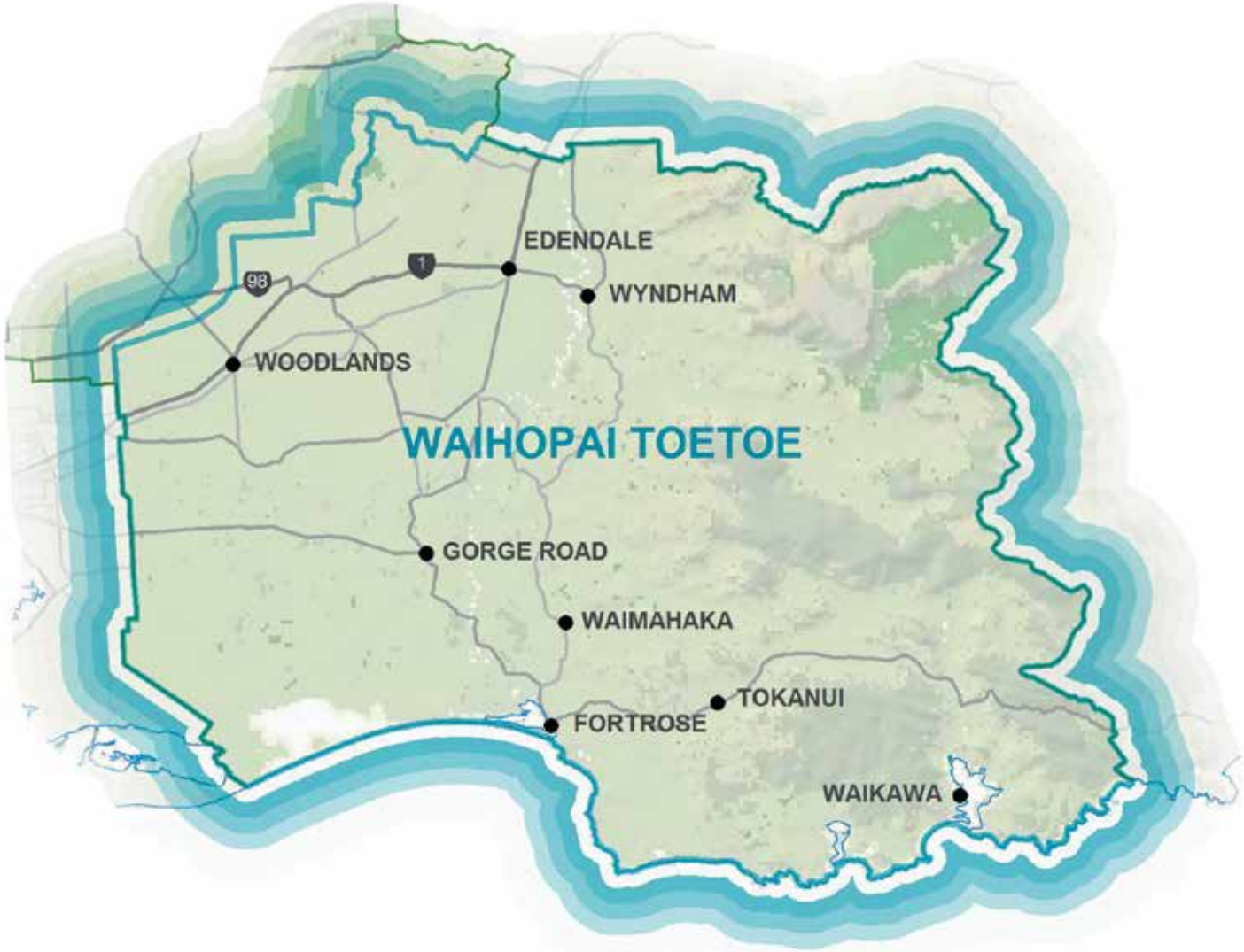
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