



## **Determination**

of representation arrangements to apply for  
the election of the Christchurch City Council  
to be held on 8 October 2022

### **Background**

1. All territorial authorities are required under sections 19H and 19J of the Local Electoral Act 2001 (the Act) to review their representation arrangements at least every six years. These reviews are to determine the number of councillors to be elected, the basis of election for councillors and, if this includes wards, the boundaries and names of those wards. Reviews also include whether there are to be community boards and, if so, membership arrangements for those boards. Representation arrangements are to be determined so as to provide fair and effective representation for individuals and communities.
2. The Christchurch City Council (the Council) last reviewed its representation arrangements prior to the 2016 local authority elections. Therefore, it was required to undertake a review prior to the next elections in October 2022.

### **Overview of current representation arrangements**

3. The Council's current representation arrangements were confirmed via determination of the Local Government Commission in April 2016<sup>1</sup>. The current arrangements are:
  - a. The Council is comprised of a mayor and 16 councillors, elected from 16 wards;
  - b. At the time of the 2016 determination, the Banks Peninsula Ward was the sole ward to fall outside of the +/-10% requirement. Subsequent population growth in several parts of the city has resulted in four additional wards falling outside of the +/-10% requirement;
  - c. There are seven community boards. Six are urban community boards, three covering three urban wards, and three covering two urban wards. The final community board covers the Banks Peninsula Ward;
  - d. The three-ward community boards have three sub-divisions, being the wards that make up the community board area. Each has six elected members (two per subdivision) and three appointed members (the councillors elected from the relevant wards);
  - e. The two-ward community boards have two subdivisions, being the wards that make up the community board area. Each has four elected members (two per subdivision) and two appointed members (the councillors elected from the relevant wards);

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<sup>1</sup> The Commission's determination largely confirmed the representation arrangements in the Council's final proposal, with some boundary changes.

f. The Banks Peninsula Community Board is made up of seven elected members (two members elected from three subdivisions, and one members elected from a fourth subdivision). Three of the four subdivisions do not fall within the +/-10% requirement. The Banks Peninsula Ward councillor is also appointed to the Board.

g. The current specific ward arrangements are:

Wards	Population*	Number of councillors per ward	Population per councillor	Deviation from district average population per councillor	% deviation from district average population per councillor
Banks Peninsula	9,390	1	9,390	-15,271	<b>-61.92</b>
Burwood	28,600	1	28,600	3,939	<b>+15.97</b>
Cashmere	22,600	1	22,600	-2,061	-8.36
Central	27,200	1	27,200	2,539	<b>+10.30</b>
Coastal	23,700	1	23,700	-961	-3.90
Fendalton	23,800	1	23,800	-861	-3.49
Halswell	33,200	1	33,200	8,539	<b>+34.63</b>
Harewood	22,700	1	22,700	-1,961	-7.95
Heathcote	26,700	1	26,700	2,039	+8.27
Hornby	24,400	1	24,400	-261	-1.06
Innes	24,800	1	24,800	139	+0.56
Linwood	26,100	1	26,100	1,440	+5.86
Papanui	24,300	1	24,300	-361	-1.46
Riccarton	27,300	1	27,300	2,639	<b>+10.70</b>
Spreydon	25,900	1	25,900	1,239	+5.02
Waimairi	23,900	1	23,900	-761	-3.09
<b>Total</b>	<b>394,590</b>	<b>16</b>	<b>24,661</b>		

\* Based on Stats NZ Tauranga Aotearoa 2020 population estimates

4. The current Community Board arrangements are:

Community	Population*	Members	Population per Member
Banks Peninsula	9,390	7	1,341
Coastal-Burwood	52,300	4	13,075
Fendalton-Waimairi-Harewood	70,400	6	11,733
Halswell-Hornby-Riccarton	84,900	6	14,150
Linwood-Central-Heathcote	80,000	6	13,333
Papanui-Innes	49,100	4	12,275
Spreydon-Cashmere	48,500	4	12,125

\*based on Stats NZ Tauranga Aotearoa 2020 population estimates

#### Historical development of current representation arrangements

5. The current Christchurch City Council was constituted in 1989. Between 1989 and 2004, the Council comprised of 24 members elected from 12 wards, with six community boards each covering two wards.

6. In the 2004 representation review determination, the number of councillors was reduced from 24 to 12, and the number of wards from 12 to six, each made up of two former wards. Community board arrangements continued unchanged.
7. In 2006, as part of a reorganisation, Banks Peninsula District was brought into Christchurch City. A separate Banks Peninsula Ward was retained, represented by one member, thereby increasing the number of councillors to 13. Two community boards were established in the Banks Peninsula Ward area. The Banks Peninsula Ward had a population to member ratio outside the +/-10% requirement, justified on the basis that Banks Peninsula could be considered an isolated area.
8. In the 2010 representation review determination, a separate Banks Peninsula Ward was again confirmed, however the Commission noted that there was not an enduring justification for it to be retained as an on-going arrangement. The Council was asked to give careful consideration in its next representation review as to whether a separate Banks Peninsula Ward should be retained.
9. The Canterbury earthquakes of 2010 and 2011 had a substantial impact on Christchurch City, dramatically altering where people lived and the shape of their communities.
10. These changes were reflected in the 2015 representation review process, with the Council taking a 'clean-slate' approach to representation arrangements for the city. The Council carried out an extensive community engagement process, identifying a preference for a greater number of councillors to be elected by individual wards, with a similar number and distribution of community boards as in earlier representation arrangements.
11. The Council's final representation proposal included 16 councillors, elected by 16 individual wards (including a Banks Peninsula Ward) and seven community boards. These representation arrangements were upheld in the Commission's determination in April 2016, with some minor boundary changes being made.

## **The Council's Proposal and Review Process**

### **Preliminary community engagement and assessment of options**

12. The Council commenced its representation review by updating and building on the findings of the extensive community engagement process that had taken place in 2015, through:
  - a. A series of briefings for councillors and community board members in November and December 2020 to consider how to approach the representation review, potential representation arrangements, consideration of alternative community board scenarios and whether councillors and community board members should be elected by ward or at large. This was followed by further briefings in January and February 2021 to gather feedback on a range of different options;
  - b. A geographically representative survey of residents across the city, to which 940 residents responded. The survey results indicated the communities to which residents felt aligned and the locations of services, facilities and amenities that they used. Survey results also indicated a preference for councillors to be elected from individual wards.
13. The Council noted that the city continued to evolve post-earthquakes but was satisfied that adjusting boundaries to fine-tune representation arrangements was appropriate in this review, rather than significantly changing representation arrangements.

### **The Council's Initial Proposal**

14. The Council resolved its initial proposal on 11 March 2021. The proposal included:
  - a. A mayor, plus 16 councillors, elected from single member wards, being 15 urban wards plus a Banks Peninsula Ward;

- b. Six community boards, being five urban boards each covering three ward areas (utilising the ward boundaries as subdivisions), and one for the Banks Peninsula Ward area;
  - c. The current Waikura Linwood-Central-Heathcote Community Board being disestablished, with each of the three wards joining with the current two-ward community boards to form community boards covering three ward areas;
  - d. The five urban community boards being made up of six elected members each (two per subdivision), with three appointed members (the elected ward councillors);
  - e. The Te Pātaka o Rākaihautū Banks Peninsula Community Board being made up of seven members elected from four subdivisions, along with one appointed member (the ward councillor);
  - f. The full name of each community board including the te reo Māori names that had been gifted to the current community boards;
  - g. The Banks Peninsula Ward, and three of the four subdivisions of the Te Pātaka o Rākaihautū Banks Peninsula Community Board fell outside the +/-10% requirement.
15. The reasons given by Council for the proposal were:
- a. The comprehensive review undertaken in 2015 had addressed the effect of the earthquakes on the Christchurch population and had resulted in representation arrangements that provided fair representation; and
  - b. Feedback indicated that having some urban community boards covering three ward areas and others covering two ward areas had created an uneven distribution of resources, workload and the perceived ability to fairly represent the community.
16. The Council's reasons for proposing a Banks Peninsula Ward and Te Pātaka o Rākaihautū Banks Peninsula Community Board subdivisions outside the +/-10% requirement were:
- a. the sparse population of the Banks Peninsula area and its distinct culture, history, economy and geography meant it should be considered an isolated community, thereby warranting representation by a single member; and
  - b. the proposed subdivisions for the community board reflected the distinct communities of interest of the community board area, grouping together communities with common interests and issues, and recognising the isolated natures of the communities.

### **Submissions**

17. The Council received 226 submissions on its initial proposal, traversing a range of issues. The Council held hearings on 24 and 26 May 2021, with 44 submitters presenting. Consideration of submissions took place on 3 June 2021.

### **The Council's final proposal**

18. The Council resolved its final proposal on 18 June 2021. The final proposal retained the same overall structure as the initial proposal, but with changes to specific ward boundaries as a result of submissions received (thereby also altering the proposed community board areas and/or subdivisions).
19. The Banks Peninsula Ward and three of the four subdivisions of the Te Pātaka o Rākaihautū Banks Peninsula Community Board area continued to fall outside of the +/-10% requirement in the final proposal.

## Appeals and Objections

20. Twenty-four valid or partially valid appeals and objections were received on the Council's final proposal, covering the following matters:
  - a. whether councillors should be elected from single-member wards or multi-member wards;
  - b. whether community board members should be elected by subdivision or from the entire community board area;
  - c. whether there should be a separate Banks Peninsula Ward that does not meet the +/-10% requirement;
  - d. whether the Waikura Linwood-Central-Heathcote Community Board should be disestablished; and
  - e. Requests for a number of specific boundary changes, focused on establishing ward boundaries that best represented various communities of interest.
21. The specific boundary changes requested in the appeals and objections were:
  - a. Central Ward/Linwood Ward boundary – against the inclusion of the suburbs of Phillipstown and Charleston in the Central Ward (and consequently, against the suburbs being included in the Waipapa Papanui-Innes-Central Community Board area);
  - b. Riccarton Ward/Fendalton Ward boundary – against Matai Street West, part of Kahu Road, the area around Girvan Street, and an area between Clyde Road and Totara Street being included in the Fendalton Ward;
  - c. Riccarton Ward/Waimairi Ward boundary – against Brodie Street being included in the Waimairi Ward;
  - d. Riccarton Ward/Hornby Ward boundary – against the area between Racecourse Road/Epsom Road and Middlepark Road/Craven Street being included in the Riccarton Ward;
  - e. Riccarton Ward/Halswell Ward boundary – against the Halswell Ward boundary extending to Blenheim Road;
  - f. Halswell Ward/Hornby Ward boundary – against the Copper Ridge subdivision being included in the Hornby Ward, and against the Wigram Skies subdivision being included in the Halswell Ward; and
  - g. Hornby Ward/Harewood Ward boundary – against the area between West Coast Road and Old West Coast Road being included in the Harewood Ward.

## Referral of final proposal to the Commission

22. The Council referred the appeals and objections received to the Commission, in accordance with section 19Q of the Act.
23. As noted above, the Banks Peninsula Ward and three of the four subdivisions of the Te Pātaka o Rākaihautū Banks Peninsula Community Board have population to member ratios that fall outside the +/-10% fair representation requirement as set out in section 19V(2) of the Act. Under section 19V(4), the Council was required to refer this part of the final proposal to the Commission for determination.

24. Section 19V(5) requires the Commission to treat any such referral as if it were an appeal against the decision of the Council. The non-compliance of the Banks Peninsula Ward with the +/-10% requirement has consequential effects for the population to member ratios for the 15 urban wards, and several appeals and objections were received on this matter. Therefore, the Commission decided to consider the Banks Peninsula Ward and community board subdivision issues as part of its overall consideration of representation arrangements for Christchurch City Council.

## Hearing

25. The Commission met with the Council and 11 of the appellants and objectors at a hearing held in the Christchurch City Council Chamber on 29 September 2021. The Council was represented at the hearing by Mayor Lianne Dalziel and Deputy Mayor Councillor Andrew Turner. They were supported by Mary Richardson, John Filsell, Chris Turner-Bullock and Aimee Martin.
26. The following appellants appeared at the hearing:
- a. Phillipstown Community Centre Charitable Trust (Viviana Zanetti)
  - b. Chrissie Williams
  - c. Aaron Campbell
  - d. Yani Johanson
  - e. Waipuna Halswell-Hornby-Riccarton Community Board (Helen Broughton)
  - f. Helen Broughton
  - g. Halswell Residents' Association (David Hawke)
  - h. Greater Hornby Residents Association (Marc Duff and Ross Houliston)
  - i. Dr G J Wilson
  - j. Andrei Moore
  - k. Riccarton Bush Kilmarnock Residents Association (Tony Simons)

## Matters raised at hearing

27. Mayor Lianne Dalziel, supported by Deputy Mayor Councillor Andrew Turner, explained the process the Council had followed in carrying out its representation review and reaching its final proposal. The following points were emphasised:
- a. The 2016 representation review had resulted in significant changes to representation arrangements in Christchurch. These arrangements were still considered to reflect fair and effective representation, however changes to ward boundaries were required to balance populations across wards in accordance with the +/-10% requirement. Where possible, communities were still retained within the same community board area.
  - b. Having community boards of different sizes across the city meant that there were significant differences in resources available for each community board. Several community boards currently received an earthquake differential, which was likely to be removed in coming years and would exacerbate differences between the current community boards. The proposal to move to five urban community boards covering three wards each was seen by the Council as correcting an error from the last representation review, and the Council had attempted to make as few changes to community board structures as possible in reaching the objective of equally sized community boards.

- c. The Council supported the retention of a separate Banks Peninsula Ward. The Council acknowledged clear support for retaining the Banks Peninsula Ward in the 2016 representation review and explained that, while the population was small, it covered a vast area that is isolated from the rest of the city. Parts of the Banks Peninsula are a 1 hour 45-minute drive from the city on roads susceptible to closure in weather events, and parts lack or have patchy cellphone and internet coverage. The peninsula communities have common environmental concerns including sea level rise and maintain a strong relationship with Ngā Papatipu Rūnanga in the Banks Peninsula area. The Council acknowledged that retaining the Banks Peninsula Ward placed population pressure on the urban wards, but asserted it was important for maintaining fair and effective representation.
  - d. With respect to specific ward boundary issues, the Council explained that significant growth in the southwest of the city had meant that ward boundary changes were required for the Halswell Ward, which in turn had a consequential effect on neighbouring ward boundaries. Where possible, the Council had tried to keep communities in the same community board area. Some allowance had been made for further growth in the southwest, and it was possible to move some of the areas subject to appeals and objections without breaching the +/-10% requirement.
  - e. With respect to the Riccarton Ward, the Council had tried to accommodate as many of the changes requested through submissions as possible. Parts of the Riccarton Ward surrounding the racecourse had been moved into the Hornby Ward, and the Council had responded to strong support for retaining the university area in the Riccarton Ward, but this had limited the Council's ability to change other aspects of the Riccarton boundary when future growth was considered.
  - f. With respect to the suburbs of Phillipstown and Charleston, the Council acknowledged that the proposed changes to community boards had the greatest effect on these areas, being a densely populated part of the city that had undergone significant changes since the earthquakes. By including Phillipstown and Charleston in the Central Ward, the Council had tried to strike a balance between achieving fair and effective representation without resulting in negative outcomes for other communities. The community survey had identified that centrally-located suburbs such as Phillipstown and Charleston affiliated with the central city.
28. The appellants and objectors appearing at the hearing emphasised the following points in seeking their preferred changes to the Council's final proposal:
- a. Viviana Zanetti, on behalf of the Phillipstown Community Centre Charitable Trust, noted that Phillipstown was currently split between the Central and Linwood Wards. She said that Phillipstown was a culturally diverse area with high deprivation levels, which posed challenges for bringing the community together. While she appreciated the suburb being united in one ward, she suggested that the community looked to Linwood for shops, facilities and schools and had experienced better representation from the Linwood Ward than from the Central Ward in the past. Given the vulnerability of the community, she was concerned it may be disadvantaged by a shift to the Central Ward.
  - b. Chrissie Williams advocated for multi-member wards in the urban Christchurch urban area, using the proposed community board areas as wards and electing three members per ward. She said that diversity of candidates had reduced since moving to a single-ward member system, and the suggested fear that multi-member wards could leave parts of the city unrepresented had not been substantiated. She suggested that multi-member wards would reduce pinch points in establishing ward boundaries.

- c. Aaron Campbell spoke in support of establishing multi-member wards for the urban Christchurch area. He said that, as well as less diverse candidates in the last two elections, a substantial proportion of wards either had members elected unopposed, or only had two or three candidates stand. He suggested that multi-member wards would provide a mix of different views, which could help community members feel more represented.
- d. Yani Johanson explained his concerns that the proposal to include Phillipstown and Charleston in the Central Ward severed these areas from their community of interest, which was Linwood. He added that, if the Waikura Linwood-Central-Heathcote Community Board were to be abolished, two of the three wards should be kept together in a community board area. He suggested that submissions regarding this area had been misinterpreted, with unification of the suburbs within a single ward emphasised and prioritised over requests that the suburbs be located in the Linwood Ward. He explained further that an option was presented to Council locating Phillipstown and Charleston in the Linwood Ward, however Council instead resolved the final proposal with Phillipstown and Charleston in the Central Ward.
- e. Helen Broughton spoke on behalf of the Waipuna Halswell-Hornby-Riccarton Community Board, and also presented her own appeal. She explained her concerns that parts of Riccarton had been removed from the Riccarton Ward, while areas of Hornby had been included. She requested that several areas that had been included in the Fendalton Ward be moved into the Riccarton Ward, as a major cycleway and zoning similarities meant that these areas should be kept together in the same ward and community board area. She requested further that the Brodie Street part of the Waimairi Ward be moved back into the Riccarton Ward, that parts of Sockburn be moved from the Riccarton Ward back into the Hornby Ward, and the Copper Ridge subdivision be moved from the Hornby Ward back into the Halswell Ward.
- f. David Hawke, on behalf of the Halswell Residents' Association, explained that rapid population growth that had taken place in the Halswell area. He suggested that the southern motorway was a natural boundary for the Halswell Ward, which would result in the Copper Ridge subdivision returning to the Halswell Ward, and the Wigram Skies subdivision being moved into the Hornby Ward. He suggested that this would allow for future growth planned for the Halswell Ward. With regards to Banks Peninsula, Mr Hawke suggested that Banks Peninsula was not so different from the rest of Christchurch to justify separate representation, and that Banks Peninsula could be joined with urban wards in a graduated manner.
- g. Marc Duff and Ross Houliston presented on behalf of the Greater Hornby Residents Association. They requested that the boundary between the Hornby and Harewood Wards be altered to keep all quarries within the Waipuna Halswell-Hornby-Riccarton Community Board area, which could be achieved without affecting the +/-10% requirement. They also requested that parts of Sockburn that had been included in the Riccarton Ward be moved back into the Hornby Ward, as Sockburn's community of interest identified more strongly with Hornby. They noted further the significant growth that was taking place in the Halswell Ward and suggested that the Wigram Skies subdivision identified more closely with Halswell than Hornby and should remain in the Halswell Ward.
- h. Dr G J Wilson emphasised the importance of each ward area representing the same number of people. He suggested that the physical and digital isolation described for Banks Peninsula was overstated and did not justify separate representation. He added that multi member wards would be more representative and allow community members to connect better with their elected ward members.



- i. Andrei Moore spoke about the Halswell Ward boundary. He said that the southern motorway should remain the boundary between the wards, and that the boundary should not stretch to Blenheim Road. He added that the Wigram Skies subdivision should be moved to the Hornby Ward, to allow for future growth planned in the Halswell Ward.
- j. Tony Simons spoke on behalf of the Riccarton Bush Kilmarnock Residents Association. He suggested that residents of Matai Street West and the Girvan Street area strongly identified with Riccarton, and that these areas should not be included in the Fendalton Ward. He added that the western part of the Riccarton Ward identified more strongly with Hornby and should be moved into the Hornby Ward.

29. By way of right of reply, the Council emphasised:

- a. The focus of Council throughout the process was on fair and effective representation. This had led Council to continue with the same number of elected members, but to reduce the number of community boards.
- b. With regards to the Waikura Linwood-Central-Heathcote Community Board, the Council had considered nine different options for community board configurations. The community board configurations had been explored extensively with the current community boards, and the Council was confident that the option in the final proposal best aligned with communities of interest.
- c. With regards to single member ward representation, the Council had considered multi-member wards, but had noted strong support for locally elected representatives to ensure representation across the community. It was suggested that the number of wards could be considered again in the next representation review.
- d. With regards to the ward in which the suburbs of Phillipstown and Charleston were located, the Council emphasised the importance of keeping the entire suburbs of Phillipstown and Charleston together within the same ward. While it was acknowledged that the Linwood Ward had the highest levels of deprivation in Christchurch city, the second highest levels of deprivation were found in the Central Ward. It was confirmed that community funding was based on a formula weighted both to population levels (60%) and deprivation levels (40%), and as such the Phillipstown and Charleston areas should continue to attract appropriate levels of funding to support these communities. It was further explained that Phillipstown and Charleston could not be moved into the Linwood Ward without significant shifts to other ward boundaries.
- e. With regards to the appeals and objections relating to the Riccarton Ward boundaries, the Council explained that the Riccarton area was zoned for high density growth. Accommodating the requests for the university campus to be within the Riccarton Ward had made it difficult to address other requests relating to the Riccarton Ward boundaries, although it was possible to make some of the requested changes without breaching the +/-10% requirement.
- f. With regards to the Halswell Ward, the Council explained that significant growth had taken place in the ward, and that the initial proposal had attempted to account for future growth in the area. However, the Council had subsequently moved the Wigram Skies subdivision into the Halswell Ward, due to the number of strong submissions noting that the community of interest for Wigram Skies residents was in Halswell.

- g. With regards to the Hornby Ward/Harewood Ward boundary, the Council noted that this issue had not been brought up in submissions to the initial proposal. It was possible to move this area to the Hornby Ward without breaching the +/-10% requirement, and the Council had no objection to the area being shifted to the Hornby Ward.
- h. With regards to Banks Peninsula, the Council had identified strong community support for separate Banks Peninsula representation, as well as the isolation factors previously noted.

## **Requirements for Determination**

- 30. The key provisions of the Local Electoral Act 2001 relating to the determination of appeals and objections on territorial authority representation proposals are in sections 19R, 19H and 19J.
- 31. Section 19R of the Act requires that, as well as considering the appeals and objections against a council's final representation proposal, the Commission is also required to determine the matters set out in sections 19H and 19J that relate to the representation arrangements for territorial authorities, including community board arrangements.
- 32. In relation to Christchurch City Council's representation review, the matters under appeal to be determined under section 19H are:
  - a. Whether a separate Banks Peninsula Ward, and proposed subdivisions of the Te Pātaka o Rākaihautū Banks Peninsula Community Board, which fall outside the +/-10% requirement, are justified;
  - b. Whether the Christchurch City urban area should be elected from single member wards, or from multi-member wards;
  - c. The appropriate areas covered and boundaries of each ward, including the specific appeals and objections in relation to specific ward boundaries;
  - d. The appropriate configuration of community boards for Christchurch City; and
  - e. Whether community board members should be elected by subdivision, or instead be elected from across the community board area.

## **Banks Peninsula representation**

- 33. The Commission commenced by considering whether separate ward representation for Banks Peninsula should be confirmed. This is because, if separate Banks Peninsula representation were not upheld by the Commission, there would be consequential effects for the remainder of Christchurch City Council's representation arrangements.
- 34. The question for the Commission to determine in relation to the proposed Banks Peninsula Ward is whether representation for Banks Peninsula falling outside of the +/-10% requirement is justified. Section 19V of the Local Electoral Act sets out the requirement for fair representation in the determination of membership for wards. Section 19V(2) requires that, with certain prescribed exceptions, the population of each ward divided by the number of members to be elected by that ward produces a figure of no more than 10% greater or smaller than the population of the district divided by the total number of elected members. This is referred to as the +/-10% requirement.
- 35. Section 19V(3) sets out the exceptions for which the Commission may determine a departure from the +/-10% requirement is justified. These are:

- a. non-compliance is required for effective representation of communities of interest within island communities or isolated communities situated within the district of the territorial authority;
  - b. compliance would limit effective representation of communities of interest by dividing a community of interest between wards;
  - c. compliance would limit effective representation of communities of interest by uniting within a ward, two or more communities of interest with few commonalities of interest.
36. The proposed separate Banks Peninsula Ward has a percentage deviation from the district average population per councillor of -61.87%, falling well outside the +/-10% requirement. The Commission recognises the pressure that a single ward falling significantly outside the +/-10% requirement has for other ward populations, particularly given significant current and future growth projections in the south-west of the city. The key consideration for the Commission is whether Banks Peninsula can be considered an isolated community, in accordance with section 10V(3)(a)(i), such that the departure from the +/-10% requirement can be justified to ensure effective representation for the communities of interest.
37. The Commission heard at the hearing the reasons the Council considered Banks Peninsula to be an isolated community. These included physical isolation, with geographic features meaning that access to Banks Peninsula from urban Christchurch required traversing either a tunnel or hill passes. It was noted that the further reaches of Banks Peninsula were around 1 hour 45 minutes' drive from central Christchurch, with one route requiring drivers to leave Christchurch City and traverse part of the Selwyn District in order to access parts of Banks Peninsula. The Commission heard that transport links to Banks Peninsula are easily affected by weather, with several hill passes susceptible to road closures as a result of weather events, particularly during winter months.
38. Furthermore, the Commission heard that the separate communities of Banks Peninsula are also geographically isolated from each other, with separate roading links to each community drawing off the main road through Banks Peninsula. Road closures had the potential to not only cut access from Banks Peninsula to urban Christchurch, but also to isolate the individual Banks Peninsula communities from each other.
39. The Council also described a sense of digital isolation for the communities of Banks Peninsula, with cellphone and broadband network coverage limited, slow or completely unavailable in places.
40. The Commission heard further that five of the six Ngā Papatipu Runanga were located in the Banks Peninsula area. The Council explained that strong relationships had developed between Ngā Papatipu Runanga and the Banks Peninsula community and Te Pātaka o Rākaihautū Banks Peninsula Community Board, with examples of co-governance models emerging, and that to separate the Banks Peninsula area into urban wards would disrupt the relationship between Ngā Papatipu Runanga and Council.
41. Appellants and objectors against separate Banks Peninsula representation asserted that including Banks Peninsula within one or more of the city wards would allow for fairer representation for all Christchurch residents on a member per population basis. It was suggested that the claims of physical and digital isolation were overstated and did not play out in reality, and instead resulted in the small Banks Peninsula population holding a disproportionate level of voting power around the Council table.

42. Banks Peninsula representation was a key feature of the last representation review for Christchurch City in 2016, and on that occasion the Commission upheld the separate Banks Peninsula Ward. Having heard the arguments for and against separate Banks Peninsula representation at the hearing, the Commission is again persuaded that the reasons given by the Council justifying separate representation for Banks Peninsula are valid.
43. The Commission agrees that the geography of Banks Peninsula and its resulting physical and digital isolation from the rest of Christchurch City means that it can be considered an isolated community. To allow for effective representation of communities of interest, the Commission finds that the departure from the +/-10% requirement is justified and upholds the Council's final proposal in relation to the Banks Peninsula Ward.

#### **Te Pātaka o Rākaihautū Banks Peninsula Community Board subdivisions**

44. The proposed Te Pātaka o Rākaihautū Banks Peninsula Community Board has four subdivisions, three of which fall outside of the +/-10% requirement. The Council was required to refer this part of the final proposal to the Commission for determination under section 19V(4) of the Local Electoral Act, and section 19V(5) requires the Commission to treat any such referral as if it were an appeal against the decision of the Council.
45. The proposed subdivisions and relevant population details are:

Subdivision	Population*	Number of members per subdivision	Population per member	Deviation from community board average population per member	% deviation from community board average population per member
Akaroa	1,950	2	975	-368	<b>-27.40</b>
Lyttelton	3,080	2	1,540	197	<b>14.67</b>
Mt Herbert	3,130	2	1,565	222	<b>16.53</b>
Wairewa	1,240	1	1,240	-103	-7.67
<b>Total</b>	<b>9,400</b>	<b>7</b>	<b>1,343</b>		

46. There were no appeals or objections against the proposed Te Pātaka o Rākaihautū Banks Peninsula Community Board, or its proposed subdivisions. The Commission did not hear any specific arguments for or against the proposed subdivisions of the Te Pātaka o Rākaihautū Banks Peninsula Community Board.
47. The Council's justification for community board subdivisions outside of the +/-10% requirement also relate to the isolated nature of Banks Peninsula communities. The Commission's decision is influenced by the factors relating to isolation stated in relation to the question of separate Banks Peninsula Ward representation. In particular, the Commission heard that the individual communities of Banks Peninsula are both isolated as well as geographically distinct from each other, with road closures as a result of weather conditions cutting separate communities off from each other. The arguments relating to digital isolation and the relationship between Council and Ngā Papatipu Runanga are also relevant to the proposed community board subdivisions.
48. The Commission is satisfied that the proposed subdivisions of the Te Pātaka o Rākaihautū Banks Peninsula Community Board are isolated communities under section 19(3)(a)(i) of the Local Electoral Act. To allow for effective representation of communities of interest in the Banks Peninsula area, the Commission upholds the Council's final proposal for the Te Pātaka o Rākaihautū Banks Peninsula Community Board and its subdivisions.

## **Ward representation – single member or multi-member wards?**

49. Having established that separate Banks Peninsula representation was justified, the next question the Commission turned to was whether ward representation for the remaining urban Christchurch City area should be by 15 single member wards or by a smaller number of multi-member wards.
50. At the hearing, the Commission heard that consideration had been given to a multi-member ward system, but the community survey had indicated that high importance was attached to having a close geographic connection to elected members. There was a concern that a multi-member ward system might leave parts of the city without effective representation. It was acknowledged by the Council that there was a growing interest in the STV voting system and that any future consideration of the STV voting system by Council should be accompanied by consideration of a move to multi-member wards. It was acknowledged further that there would be less population pressures on ward boundaries in a multi-member ward system, although it was possible that community board subdivision boundaries may still result in the potential for pinch points between subdivisions.
51. Appellants against urban Christchurch being represented by 15 single member wards highlighted the decreased diversity in election candidates observed since the city had moved to a single member ward system. It was asserted that, in the previous two elections, there had been reduced choice in representation, with some members being elected unopposed and other wards fielding only two or three candidates.
52. The appellants suggested that the likelihood of well-known candidates dominating elections might have the effect of discouraging other candidates from standing. Conversely, they suggested that multi-member wards may lead to a perception of a greater chance of being elected and encourage increased numbers of candidates of greater diversity standing for council. It was further highlighted that current ward councillors did not necessarily live in or display strong affiliations with their ward communities, and there was no evidence that multi-member wards would result in parts of the city being left without effective representation.
53. There were no appeals or objections against a ward system in its entirety, or any strong themes in submissions to the Council's initial proposal requesting that councillors be elected at large. The Commission agrees that, given the size and diversity of Christchurch City, it is appropriate that members be elected from wards. Accordingly, the question for the Commission to determine is whether effective representation of communities of interest for the urban Christchurch City area is best achieved through 15 wards from which a single member is elected, or by a smaller number of wards from which multiple members are elected.
54. Section 19T of the Act requires the Commission to ensure that:
  - a. the election of members of the council will provide effective representation of communities of interest in the district;
  - b. ward boundaries coincide with the boundaries of current statistical meshblock areas determined by Statistics New Zealand Tauranga Aotearoa and used for parliamentary electoral purposes; and
  - c. so far as is practical, ward boundaries coincide with community boundaries.

55. There is no suggestion that the proposed ward boundaries do not coincide with current statistical meshblock boundaries, and the Council's proposal for community board subdivisions is based upon the proposed ward boundaries. Therefore, the Commission's focus is on the question of effective representation of the communities of interest and how this is best achieved through a ward system for Christchurch City.
56. In considering effective representation, the Commission has previously noted that what constitutes effective representation will be specific to each local authority. The following aspects can appropriately be considered:
- a. avoiding arrangements that may create barriers to participation, for example by not recognising residents' familiarity and identity with an area;
  - b. not splitting recognised communities of interest between electoral subdivisions;
  - c. not grouping together two or more communities of interest that share few commonalities of interest; and
  - d. accessibility, size and configuration of an area, including access to elected members.
57. The arguments advanced by the appellants suggested that the single member ward arrangements may act as a barrier to participation, by discouraging diverse candidates from standing for council. While physically smaller single member wards did not in of themselves prevent access by residents to elected members and vice versa, the appellants suggested that single member wards may act to limit access to elected members if residents did not strongly identify with their local member. Conversely, the appellants suggested that multi-member wards would increase access to elected members, as diversity of views amongst ward members would mean that residents would be more likely to find an elected member that they identified with.
58. The Commission found the arguments advanced by appellants for multi-member wards (and against single member wards) to have merit. However, it is important that the Commission balance these views against the Council's observation of significant community support for single member wards through the community survey undertaken. The Commission understands that the single member ward system, which developed through the 2016 representation review, occurred in the context of significant population shifts following the earthquakes and included a robust community engagement process. The Commission understands that there remains substantial community support for the single member ward system.
59. On balance, the Commission acknowledges the process the Council has undertaken in carrying out its representation review, and the community support indicated for single member wards. The Commission upholds the Council's final proposal for 16 single-member wards, being 15 urban single member wards and a single member Banks Peninsula Ward.

60. However, the Commission strongly recommends that in the next representation review, the Council explore with the community the benefits of moving to a multi-member ward system in the urban Christchurch area. As discussed further below in the appeals and objections relating to specific ward boundaries, this representation review has been characterised by a number of pinch points identified between ward boundaries, with large numbers of submissions to the Council's initial proposal and appeals and objections against the final proposal focused on the ward location of individual streets. Given the growth forecast for particular parts of Christchurch, these pinch points are likely to continue to provide challenges for future representation reviews, which could be ameliorated by considering a shift to multi-member wards.
61. The Commission encourages the Council to carefully consider the arguments made by appellants on this point in the next representation review. The Commission cannot, and does not, hold a view on the voting system to be used in any local body elections. However, the Commission acknowledges the Council's observation that any future consideration of STV voting for Christchurch should be accompanied by a consideration of a move to multi-member wards, as wards of three to seven members are preferable to gain the full benefits of proportional representation under STV voting. The Commission strongly recommends that robust community engagement take place in the next representation review to explore which ward system (if any) will result in the most effective representation for Christchurch's communities of interest.

#### **Appeals and objections relating to specific ward boundaries**

62. A further matter that the Commission is required to determine is the name and boundaries of each ward, as specified in section 19H(1)(d)(i).
63. A number of appellants and objectors requested that the Commission adjust specific ward boundaries in its determination. The reasons presented by appellants for each of the specific ward boundaries requested are addressed in turn below. They can each essentially be characterised as an argument that the ward boundaries proposed in the Council's final proposal do not reflect the appellants' communities of interest with regards to the ward boundaries in issue.
64. Wards should be based on distinct and recognisable communities of interest, and it is important that ward boundaries reflect these. The Commission has previously identified in its *Guidelines for local authorities undertaking representation reviews* the following dimensions when considering communities of interest:
- a. *perceptual*: a sense of identity and belonging to a defined area or locality as a result of factors such as distinctive geographical features, local history, demographics, economic and social activities
  - b. *functional*: ability of the area to meet the needs of communities for services such as local schools, shopping areas, community and recreational facilities, employment, transport and communication links
  - c. *political*: ability to represent the interests of local communities which includes non-council structures such as for local iwi and hapū, residents and ratepayer associations and the range of special interest groups.
65. All three dimensions should be given equal consideration when establishing communities of interest. They are also interconnected with each other.

66. In considering the specific requests by appellants for changes to ward boundaries, the Commission has considered whether the Council's proposed ward structure serves the communities of interest as described by appellants.

#### **Linwood Ward/Central Ward boundary**

67. The Linwood Ward/Central Ward boundary was the subject of seven appeals and objections, as well as several submissions to Council's initial proposal. The Commission heard from two appellants at the hearing.
68. In the Council's final proposal, the suburbs of Phillipstown and Charleston were included in the Central Ward. The appellants requested that these suburbs be moved into the Linwood Ward (and accordingly, also move from the Waipapa Papanui-Central-Innes Community Board area to the Waitai Coastal-Burwood-Linwood Community Board area).
69. At the hearing, the appellants focused on particular characteristics of the Phillipstown and Charleston suburbs, emphasising the diverse and highly transient populations and high deprivation levels in these suburbs. It was argued that the particular characteristics of these communities meant that they required representation by those who understood the communities and the challenges they faced. It was asserted that in the current representation arrangements, the suburbs were split between the Central and Linwood Wards, and there was a strong community view that the suburbs were better represented by the Linwood Ward.
70. With respect to the perceptual and functional dimensions of communities of interest, the appellants argued that the suburbs of Phillipstown and Charleston clearly 'looked east', with residents proximate to and regularly using the Linwood commercial centre, and amenities and schools in the Linwood area. At the hearing, appellants described examples of how they felt Phillipstown and Charleston would be disadvantaged if they were included in the Central Ward, rather than the Linwood Ward.
71. For its part, the Council acknowledged that the Phillipstown and Charleston suburbs suffered from high levels of deprivation and had undergone substantial disruption following the earthquakes. It was also acknowledged that these areas had been more affected than others in the representation review, as they were directly affected by the proposed change in community board arrangements.
72. The Council explained that responses to the community survey had indicated that, as city-fringe suburbs, Phillipstown and Charleston displayed an affiliation with the central city. The Council had considered it important that these areas be contained within a single ward and community board area, however they could not be included within the Linwood Ward while meeting the +/-10% requirement. The Council recognised the deprivation levels of these suburbs but suggested that the Central Ward shared similar challenges; while the Linwood Ward had the highest levels of deprivation in Christchurch, the Central Ward had the second highest levels. The Council explained further that community funding was significantly weighted to deprivation levels, and Phillipstown and Charleston would retain appropriate levels of funding if they were moved into the Central Ward.



73. The Commission notes the Council's acknowledgement that the inclusion of Phillipstown and Charleston in the Central Ward was an imperfect outcome. However, while the appellants' arguments suggested that perceptual, functional and political aspects of the Phillipstown and Charleston communities were better served by the Linwood Ward, the Commission was satisfied by the Council's analysis that these aspects would be similarly served by including Phillipstown and Charleston in the Central Ward. In particular, the Commission placed importance on the Council's acknowledgement that parts of the Central Ward experienced similar levels of deprivation and associated challenges as the Linwood Ward, and that the Phillipstown and Charleston communities would continue to attract appropriate levels of funding.
74. On balance, the Commission upholds the boundaries of the Linwood and Central Wards as set out in the Council's final proposal.

### **Riccarton Ward boundaries**

75. The Riccarton Ward boundaries were the subject of numerous submissions to the Council's initial proposal, and the Council made significant adjustments to the ward boundaries as a result. There were 11 appeals and objections relating to different aspects of the Riccarton Ward boundaries, and five appellants addressed various aspects at the hearing.
76. The issues under appeal relating to the Riccarton Ward boundaries are:
- a. Riccarton Ward/Fendalton Ward boundary – against Matai Street West, part of Kahu Road, the area around Girvan Street, and an area between Clyde Road and Totara Street being included in the Fendalton Ward;
  - b. Riccarton Ward/Waimairi Ward boundary – against Brodie Street being included in the Waimairi Ward;
  - c. Riccarton Ward/Hornby Ward boundary – against the area between Racecourse Road/Epsom Road and Middlepark Road/Craven Street being included in the Riccarton Ward;
  - d. Riccarton Ward/Halswell Ward boundary – against the Halswell Ward boundary extending to Blenheim Road;

#### *Riccarton Ward/Fendalton Ward boundary*

77. At the hearing, appellants asserted that the areas proposed to move into the Fendalton Ward had strong historical connections with Riccarton, in particular with Riccarton Bush. It was explained that these areas shared the same zoning, and given proposals for increased urban density, some appellants suggested it was more appropriate that they be retained together in the Riccarton Ward. Appellants also pointed to a cycleway traversing the proposed boundary between the Riccarton and Fendalton Wards, and suggested cycleway issues would be more efficiently managed if the cycleway remained in a single ward and community board area.
78. The Council explained that substantial changes had been made to the Riccarton Ward boundaries following submissions on the initial proposal. These submissions largely related to the university campus, requesting that the entire campus be located within the Riccarton Ward. Making this change limited the opportunity for other changes to be made. The Council added that further that future growth was expected in the Riccarton Ward, and ward boundaries had been proposed to allow for this.

#### *Riccarton Ward/Waimairi Ward boundary*

79. There were two appeals relating to the Riccarton Ward/Waimairi Ward boundary. Both requested that the Riccarton Ward/Waimairi Ward boundary be moved from Peer Street to Brodie Street, one block to the west. At the hearing, one appellant suggested that residents of Brodie Street accessed shops and facilities in Upper Riccarton and had more of an affiliation with Riccarton than Waimairi.
80. As above, the Council explained that it had responded to submissions regarding the location of the university campus and had made significant changes to the Riccarton Ward/Waimairi Ward boundary in its final proposal. The Council suggested that it could not move this boundary any further without there being consequential effects for the boundaries of other neighbouring wards.

#### *Riccarton Ward/Hornby Ward boundary*

81. There were three appeals relating to the Riccarton Ward/Hornby Ward boundary. These appeals were focused on Sockburn, at the western edge of the Riccarton Ward, and suggested that this area should be moved into the Hornby Ward. The appeals were characterised in two different ways: appellants both emphasised the strong affiliation that residents of Sockburn had with Hornby, with residents accessing shops and facilities there, as well as indicating that Sockburn could be moved into Hornby as a 'trade-off', to allow other requested changes to Riccarton boundaries to be made while remaining within the +/-10% requirement.
82. The Council explained that significant growth in the southwest of Christchurch had placed pressure on ward boundaries in this area. The population of this part of Sockburn was greater than could be moved into the Hornby Ward without the Hornby Ward breaching the +/-10% requirement and creating consequential effects for other ward boundaries.

#### *Riccarton Ward/Halswell Ward boundary*

83. There was one appeal from relating to the Riccarton Ward/Halswell Ward boundary. This part of the appeal was not focused so much on the specific Riccarton Ward boundary, but rather on the proposed size of the Halswell Ward. The basis of the appeal was that the Halswell Ward extended too far to the north and did not account for significant planned growth in the southern parts of the ward.
84. The Council suggested that it had tried to account for population growth in the Halswell Ward in its initial proposal. Strong submissions to the initial proposal relating to communities of interest had led the Council to shift the Halswell Ward boundary. The changes in ward boundaries in the final proposal had recognised communities in the area, but anticipated population growth meant that boundaries would need to be reviewed again in the future.

#### *Commission's determination of Riccarton Ward boundaries*

85. The arguments presented by the appellants in relation to the Riccarton Ward boundaries focused largely either on the perceptual or functional dimensions of communities of interest. That is, appellants felt strongly connected to the areas in question and believed they should be in specific wards as a result, or appellants identified that residents were more likely to shop, go to school and/or use facilities in a particular ward.

86. While arguments can be made for these dimensions of communities of interest, it does not necessarily follow that residents in the areas under appeal do not feel any affiliation to or are unable to use services and facilities in the wards they have been placed in, in the Council's final proposal. There are few geographic features in this part of Christchurch to act as natural demarcations between communities. Furthermore, the nature of a densely populated metropolitan area means that the boundaries of various communities of interest naturally overlap.
87. It appears that the southwest of the city is well served by facilities and amenities in different areas, such that the functional needs of the community can be met regardless of where particular ward boundary lines are drawn. Likewise, the political dimension is not solely dependent on ward boundaries; it is clear that there are a number of active residents' associations engaging regularly with residents, the Council and other organisations in this part of the city. Their activities are not restricted by ward boundaries.
88. The Commission has considered the points presented by the appellants against the considerations of the Council in developing the proposed ward boundaries, including potential levels of future growth in this part of Christchurch and the population pressures on wards in this part of Christchurch to remain within the +/-10% requirement. On balance, the Commission acknowledges that, while the proposed ward boundaries do not please all members of the community, they do allow for effective representation for communities of interest. That is, the proposed ward boundaries do not result in recognised communities of interest being split between wards. Neither do they result in a situation in which communities of interest that share few commonalities are grouped together.
89. Taking the various arguments presented to the Commission into account, the Commission dismisses the appeals relating to the Riccarton Ward boundaries and upholds all Riccarton Ward boundaries as set out in the Council's final proposal.

### **Hornby Ward boundaries**

90. Like the Riccarton Ward, the Hornby Ward boundaries were the subject of numerous submissions to the Council's initial proposal, which prompted changes in the Council's final proposal. There were ten appeals or objections relating to the Hornby Ward boundaries, covering issues relating to the Hornby Ward/Halswell Ward boundary and the Hornby Ward/Harewood Ward boundary.

#### *Hornby Ward/Halswell Ward boundary*

91. The two issues under appeal relating to the Hornby Ward/Halswell Ward boundary are:
- a. Against the Copper Ridge subdivision being included in the Hornby Ward; and
  - b. Against the Wigram Skies subdivision being included in the Halswell Ward.
92. The Copper Ridge subdivision had been included in the Halswell Ward in the Council's initial proposal. Conversely, the Wigram Skies subdivision had been in the Hornby Ward in the Council's initial proposal. A substantial number of submissions on this point had prompted the Council to move Wigram Skies into the Halswell Ward in the final proposal. One consequential effect was that the Copper Ridge subdivision had been moved into the Hornby Ward.

93. There was a divergence of views amongst appellants as to the community with which the Wigram Skies subdivision most closely affiliated. Several appellants suggested that the Southern Motorway was the natural boundary between the Hornby and Halswell Wards. If the motorway were used as a geographic feature to form the boundary line, the Copper Ridge subdivision would move back into the Halswell Ward, and the Wigram Skies subdivision would move into the Hornby Ward.
94. Other appellants suggested there was a difference between 'old Wigram' which had clear connections with the Hornby Ward, and 'new Wigram', being the Wigram Skies subdivision, which was a similar subdivision to others that had developed in the Halswell Ward in recent years. It was further noted that the Wigram Skies subdivision was separated from the rest of Wigram by an industrial area.
95. The Council explained that the Copper Ridge subdivision had been moved into the Hornby Ward to allow for future growth in the Halswell Ward, but that it could be moved back into the Halswell Ward without breaching the +/-10% requirement. The same could not be said of the Wigram Skies subdivision, the population of which would push the Hornby Ward well outside of the +/-10% requirement if it were to be moved back into the Hornby Ward.
96. The pace of growth and number of new subdivisions in this area mean that it is difficult to clearly identify the communities of interest and how to identify where ward boundaries should fall to best allow for effective representation. In this case, the Commission is inclined to agree with the Council's final proposal with regards to the Wigram Skies subdivision and upholds the Hornby Ward/Halswell Ward boundary.
97. The Commission also acknowledges the strength of appeals relating to the Copper Ridge subdivision, and that the Council has noted that this area can be moved back into the Halswell Ward without breaching the +/-10% requirement. The Commission upholds the appeals in relation to the Copper Ridge subdivision and agrees that this part of the Hornby Ward/Halswell Ward boundary will be amended to effect this change.

*Hornby Ward/Harewood Ward boundary*

98. The final issue relates to the Hornby Ward/Harewood Ward boundary and was the subject of one appeal. The appellant requested that the area between West Coast Road and Old West Coast Road be moved from the Harewood Ward into the Hornby Ward. It was noted that this area largely consisted of a quarry, although there was a small residential population in the area. The appellants described how quarry activities affected residents in the area and requested that this area move to the Hornby Ward so that all quarries were contained in the Waipuna Halswell-Hornby-Riccarton Community Board area, which would assist with monitoring the impact of quarry activities.
99. The Council noted that this issue had not been identified prior to the appeals and objections stage. The Council explained that it was possible to move this area without breaching the +/-10% requirement, and the Council had no objection to the area shifting to the Hornby Ward.
100. The Commission agrees to this change, and upholds the appeal relating to the Hornby Ward/Harewood Ward boundary.

## Fair representation for electors – 16 single member wards

101. Section 19V(2) of the Act relates to fair representation of electors and requires that the population of each ward divided by the number of members to be elected by that ward produces a figure no more than 10% greater or smaller than the population of the district divided by the total number of elected members.
102. As discussed above, the Commission has determined, under section 19V(3) to uphold the Council's proposal for a Banks Peninsula Ward that does not comply with the +/-10% requirement set out in section 19V(2). All other wards comply with the +/-10% requirement.
103. The wards, populations and population to membership ratios for each ward as upheld by the Commission are:

Wards	Population*	Number of councillors per ward	Population per councillor	Deviation from district average population per councillor	% deviation from district average population per councillor
Banks Peninsula	9,400	1	9,400	-15,251	-61.87
Burwood	24,780	1	24,780	129	0.52
Cashmere	26,390	1	26,390	1,739	7.05
Central	24,020	1	24,020	-631	-2.56
Coastal	26,490	1	26,490	1,839	7.46
Fendalton	25,390	1	25,390	739	3.00
Halswell	26,520	1	26,520	1,869	7.58
Harewood	25,870	1	25,870	1,219	4.95
Heathcote	26,110	1	26,110	1,459	5.92
Hornby	25,110	1	25,110	459	1.86
Innes	25,320	1	25,320	669	2.71
Linwood	24,780	1	24,780	129	0.52
Papanui	26,140	1	26,140	1,489	6.04
Riccarton	26,490	1	26,490	1,839	7.46
Spreydon	27,100	1	27,100	2,449	9.93
Waimairi	24,500	1	24,500	-151	-0.61
<b>Total</b>	<b>394,410</b>	<b>16</b>	<b>24,651</b>		

\* Based on Stats NZ Tauranga Aotearoa 2020 population estimates

## Urban community board configuration

104. Section 19J of the Act requires every territorial authority, as part of its review of representation arrangements, to determine whether there should be community boards in the district and, if so, the nature of those communities and the structure of the community boards. The matters for the Council, and where appropriate the Commission, to determine are the number of boards, their names and boundaries, the number of elected and appointed members, and whether boards are to be subdivided for electoral purposes.

105. The Council's proposal was for five urban community boards of approximately equal size, each covering three wards of the city, plus the Te Pātaka o Rākaihautū Banks Peninsula Community Board. The Commission has already upheld the Te Pātaka o Rākaihautū Banks Peninsula Community Board and its proposed subdivisions, and now must consider the five proposed urban community boards.
106. There was one appeal relating to the proposed community board configuration, against the disestablishment of the Waikura Linwood-Central-Heathcote Community Board. The appellant requested that, if the Waikura Linwood-Central-Heathcote Community Board were disestablished, that two of the three wards be kept together in a new community board arrangement. Furthermore, appellants against Phillipstown and Charleston being included in the Central Ward argued that these suburbs should also be included in a community board with the Linwood Ward and other eastern suburbs.
107. The Council explained the process followed in establishing urban community board arrangements. It was identified at an early stage that five urban community boards of approximately equal size would result in more effective representation for communities than six urban community boards of varying sizes, particularly since the Remuneration Authority had indicated that the earthquake differential applied to several community boards would be removed in the future. The Council suggested that urban boards of different sizes would not be equally resourced, which could affect the ability of community boards to effectively represent their communities.
108. The Council explained further that multiple options had been considered for community board configurations, and the community boards themselves had been involved in the process of developing different options. The proposal was identified as the option that best represented different communities and their interests. For example, the proposed Waitai Coastal-Burwood-Linwood Community Board area shared similar interests regarding the red zone, the Ōtākaro River corridor and estuary; the proposed Waihoru Spreydon-Cashmere-Heathcote Community Board area shared similar interests regarding the red zone, hillsides, flooding and Heathcote River issues; and the proposed Waipapa Papanui-Innes-Central Community Board area shared similar interests regarding inner city development and transport issues.
109. The Commission heard that, with the proposed change in community board arrangements, each community board would be able to consider the most appropriate location at which meetings were held, to ensure they were accessible to community members within the board area.
110. The Commission notes the extensive process carried out by the Council in arriving at proposed community board arrangements. The Commission is satisfied that the proposed community board arrangements reflect the most effective representation of the communities of Christchurch and upholds the proposal for five urban community boards each covering three wards.

**Should community board members be elected by subdivision?**

111. The final issue for the Commission to determine in relation to the urban community boards is whether members should be elected from subdivisions, being the three wards included in each urban community board, or whether members should be elected from the entire community board area (that is, there would be no subdivisions for the urban community boards).

112. There was one written appeal on this matter, from Dr G J Wilson. The focus of the appeal was that residents should have a choice of community board members to turn to for assistance or advice, particularly if one of the representatives of the residents' ward was on extended leave.
113. The Commission is not convinced by this argument. The proposed arrangements for the urban Christchurch community boards include two elected members for each ward, giving a total of six members. In addition, the three ward councillors for each ward in the community board area are also proposed to be appointed to each community board. The Commission considers that these arrangements result in adequate choice of members for residents in a community board area to turn to for advice and assistance. In particular, the Commission notes that residents are not limited in whom they approach from a community board for advice or assistance and are equally able to approach a member from one of the other two ward areas just as they may approach a member from their own ward.
114. The Commission upholds the proposed subdivisions for the five urban community boards as per the Council's final proposal, being the three wards within each community board area.
115. The details of the five urban community boards as determined by the Commission are:

Community Board	Ward/ Subdivision*	Ward/ Subdivision Population	Community Board Population	Population per elected member	Appointed members (councillors)
Waitai Coastal- Burwood-Linwood Community Board	Burwood	24,780	2	12,390	1
	Coastal	26,490	2	13,245	1
	Linwood	24,780	2	12,390	1
Waimāero Fendalton- Waimairi-Harewood Community Board	Fendalton	25,390	2	12,695	1
	Harewood	25,870	2	12,935	1
	Waimairi	24,500	2	12,250	1
Waipuna Halswell- Hornby-Riccarton Community Board	Halswell	26,520	2	13,260	1
	Hornby	25,110	2	12,555	1
	Riccarton	26,490	2	13,245	1
Waipapa Papanui- Innes-Central Community Board	Central	24,020	2	12,010	1
	Innes	25,320	2	12,660	1
	Papanui	26,140	2	13,070	1
Waihoru Spreydon- Cashmere-Heathcote Community Board	Cashmere	26,390	2	13,195	1
	Heathcote	26,110	2	13,055	1
	Spreydon	27,100	2	13,550	1

\* Based on Stats NZ Tatauranga Aotearoa 2020 population estimates

## Local Government Commission’s determination of representation arrangements for Christchurch City

116. Under section 19R of the Local Electoral Act 2001, the Commission determines that for the general election of the Christchurch City Council to be held on 8 October 2022, the following representation arrangements will apply:

- (1) Christchurch City, as delineated on LG-060-2021-W-1 deposited with Land Information New Zealand, will be divided into 16 wards.
- (2) The Council will comprise a Mayor and 16 councillors elected from 16 single member wards, as follows:

Ward name	Area delineated on map number deposited with the Local Government Commission	Number of members to be elected
Harewood Ward	LG-060-2021-W-2	1
Waimairi Ward	LG-060-2021-W-3	1
Papanui Ward	LG-060-2021-W-4	1
Fendalton Ward	LG-060-2021-W-5	1
Innes Ward	LG-060-2021-W-6	1
Burwood Ward	LG-060-2021-W-7	1
Coastal Ward	LG-060-2021-W-8	1
Hornby Ward	LG-060-2021-W-9	1
Halswell Ward	LG-060-2021-W-10	1
Riccarton Ward	LG-060-2021-W-11	1
Spreydon Ward	LG-060-2021-W-12	1
Central Ward	LG-060-2021-W-13	1
Cashmere Ward	LG-060-2021-W-14	1
Linwood Ward	LG-060-2021-W-15	1
Heathcote Ward	LG-060-2021-W-16	1
Banks Peninsula Ward	LG-060-2016-W-17	1

- (3) There will be six communities as follows:
  - (a) Te Pātaka o Rākaihautū Banks Peninsula Community Board, comprising the area of the Banks Peninsula Ward.
  - (b) Waihoru Spreydon-Cashmere-Heathcote Community Board, comprising the area of the Spreydon Ward, Cashmere Ward and Heathcote Ward.
  - (c) Waimāero Fendalton-Waimairi-Harewood Community Board, comprising the area of the Fendalton Ward, Waimairi Ward and Harewood Ward.
  - (d) Waipapa Papanui-Innes-Central Community Board, comprising the area of the Papanui Ward, Innes Ward and Central Ward.
  - (e) Waipuna Halswell-Hornby-Riccarton Community Board, comprising the area of the Hornby Ward, Halswell Ward and Riccarton Ward.



- (f) Waitai Coastal-Burwood-Linwood Community Board, comprising the area of the Coastal Ward, Burwood Ward, and Linwood Ward.
- (4) Te Pātaka o Rākaihautū Banks Peninsula Community Board is divided into four subdivisions as follows:
- (a) Wairewa Subdivision comprising the area delineated on SO 424034 deposited with Land Information New Zealand.
- (b) Akaroa Subdivision comprising the area delineated on SO 424033 deposited with Land Information New Zealand.
- (c) Mt Herbert Subdivision comprising the area delineated on LG-060-2016-S-1 deposited with the Local Government Commission.
- (d) Lyttelton Subdivision comprising the area delineated on LG-060-2016-S-2 deposited with the Local Government Commission.
- (5) The membership of each community board will be as follows:

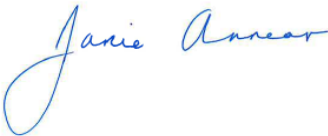
Community Board	Ward/ Subdivision*	Elected members	Appointed members
Te Pātaka o Rākaihautū Banks Peninsula Community Board	Akaroa Subdivision	2	The councillor elected from the Banks Peninsula Ward
	Lyttelton Subdivision	2	
	Mt Herbert Subdivision	2	
	Wairewa Subdivision	1	
Waitai Coastal-Burwood-Linwood Community Board	Burwood	2	The councillors elected from the Burwood, Coastal and Linwood Wards
	Coastal	2	
	Linwood	2	
Waimāero Fendalton-Waimairi-Harewood Community Board	Fendalton	2	The councillors elected from the Fendalton, Harewood and Waimairi Wards
	Harewood	2	
	Waimairi	2	
Waipuna Halswell-Hornby-Riccarton Community Board	Halswell	2	The councillors elected from the Halswell, Hornby and Riccarton Wards
	Hornby	2	
	Riccarton	2	
Waipapa Papanui-Innes-Central Community Board	Central	2	The councillors elected from the Papanui, Innes and Central Wards
	Innes	2	
	Papanui	2	
Waihoru Spreydon-Cashmere-Heathcote Community Board	Cashmere	2	The councillors elected from the Spreydon, Cashmere and Heathcote Wards
	Heathcote	2	
	Spreydon	2	

117. As required by sections 19T(b) and 19W(c) of the Local Electoral Act 2001, the boundaries of the above wards and community coincide with the boundaries of current statistical meshblock areas determined by Statistics New Zealand and used for Parliamentary electoral purposes.

**Local Government Commission**



Commissioner Brendan Duffy (Chair)



Commissioner Janie Annear



Commissioner Bonita Bigham



Commissioner Sue Piper

29 November 2021