



Local Government
Commission
Mana Kāwanatanga ā Rohe

Communities of interest study - Rodney

Auckland reorganisation
process

NOVEMBER 2017

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1 Executive Summary

The purpose of this study is to help inform the Commission's deliberations under clause 11(5)(c) of Schedule 3 of the Local Government Act 2002 (the Act) which requires the Commission to be satisfied that "any local authority proposed to be established or changed under a reasonably practicable option will contain within its district or region 1 or more communities of interest, but only if they are distinct communities of interest."

'Communities of interest' is not defined in the Act. However, the term is commonly interpreted by local government as meaning a group(s) of people with common interests and/or similarities in a geographic area. These interests and/or similarities help shape the identity of the people in that area.

This study reveals there are many communities of interest in the Rodney areas of Warkworth, Wellsford, Kumeu and Dairy Flat. While this reflects elements of a common North Rodney, South Rodney and broader Rodney identity, the communities of interest to which they relate are not strong nor are they necessarily exclusive to those areas. Rather, these communities of interest vary and overlap with surrounding areas particularly wider Auckland.

Ongoing improvements to transport and technology along with expected medium to high growth in Rodney mean the connections between Rodney and wider Auckland will continue to evolve and grow stronger. This is also likely to result in stronger communities of interest between each of these four areas.

Part 1

2 Purpose

The Local Government Commission is undertaking an Auckland reorganisation process following an original application from the Northern Action Group proposing a unitary authority for North Rodney separate from Auckland Council; and an alternative application from Our Waiheke proposing a unitary authority for Waiheke Island separate from Auckland Council.

Clause 11(5)(c) of Schedule 3 of the Local Government Act 2002 (the Act) requires the Commission to be satisfied that “any local authority proposed to be established or changed under a reasonably practicable option will contain within its district or region 1 or more communities of interest, but only if they are distinct communities of interest.” The purpose of this study is to help inform the Commission’s deliberations under this requirement of the Act.

This study will be considered by the Commission in conjunction with any additional pieces of work the Commission may take to fulfil this requirement and/or other legislative requirements. Appendix A provides background information on the reorganisation process.

3 Scope

‘Communities of interest’ is not defined in the Act. However, the term is commonly interpreted by local government as meaning a group(s) of people with common interests and/or similarities in a geographic area. These interests and/or similarities help shape the identity of the people in that area.

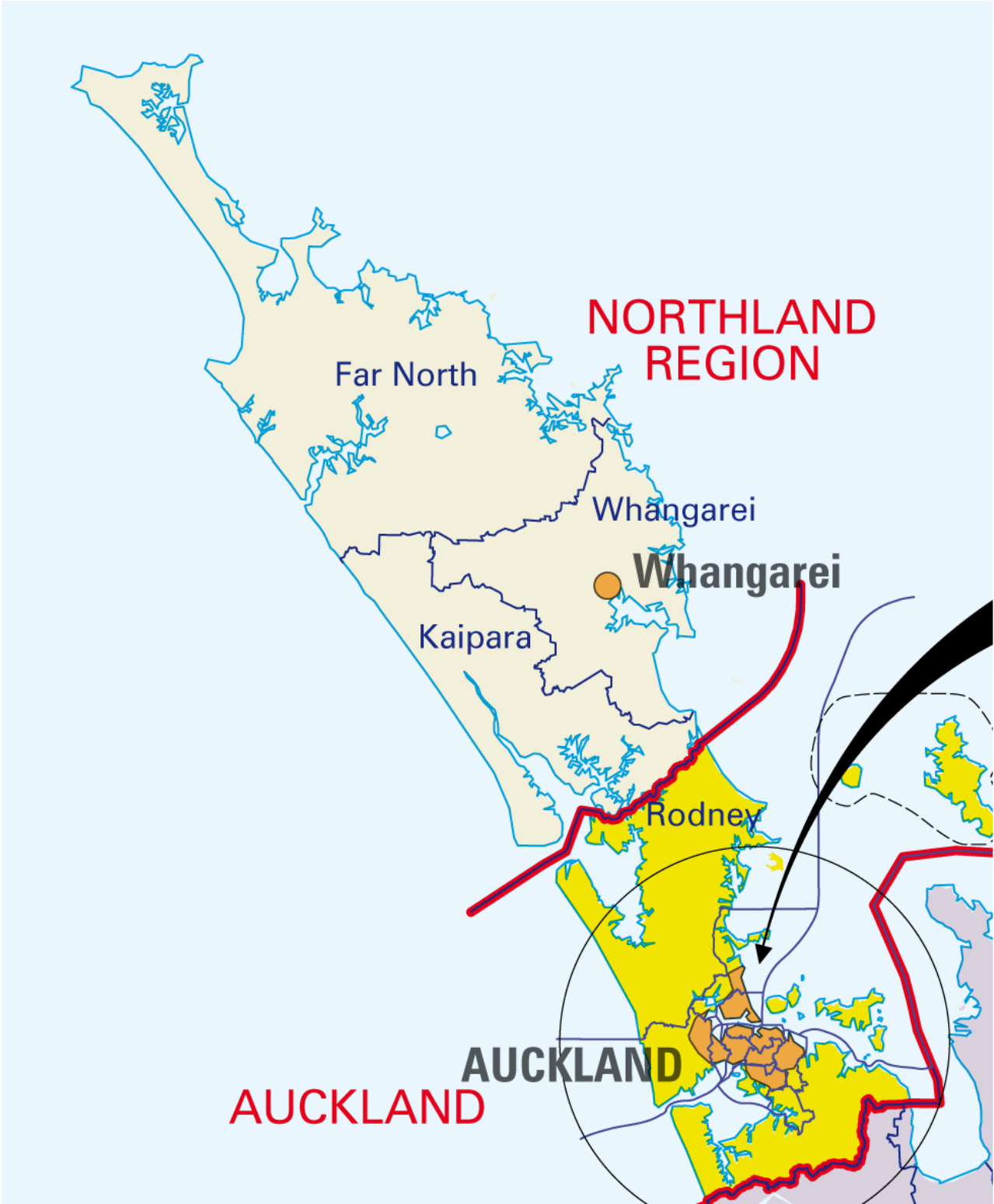
Figure 1 shows the Auckland and Northland regions. As shown in Figure 2 the main area in scope of this study is the Rodney Local Board area in wider Auckland. In scope are relationships between the following local government areas:

- Wellsford subdivision and Kaipara District Council (shown in Figure 3)
- North Rodney: defined as the Wellsford and Warkworth subdivisions
- Rodney: defined as Wellsford and Warkworth subdivisions (North Rodney) and Kumeu and Dairy Flats subdivisions (South Rodney)
- Wider Auckland: defined as the rest of Auckland outside of Rodney

Existing local government boundaries have been used to support information collection.

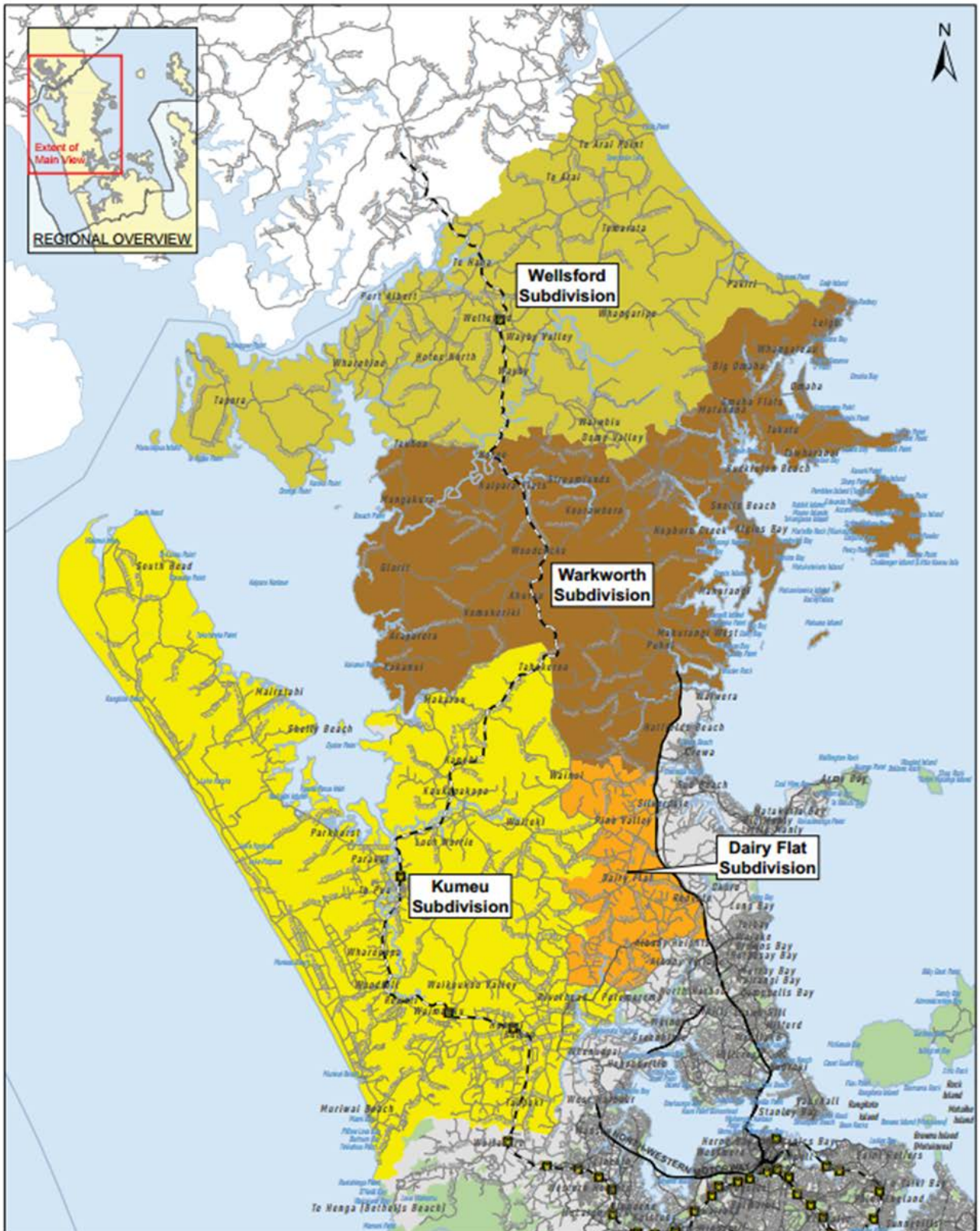
Connections between wider Auckland and areas other than those listed above are out of scope.

Figure 1: Northland and Auckland regional boundaries



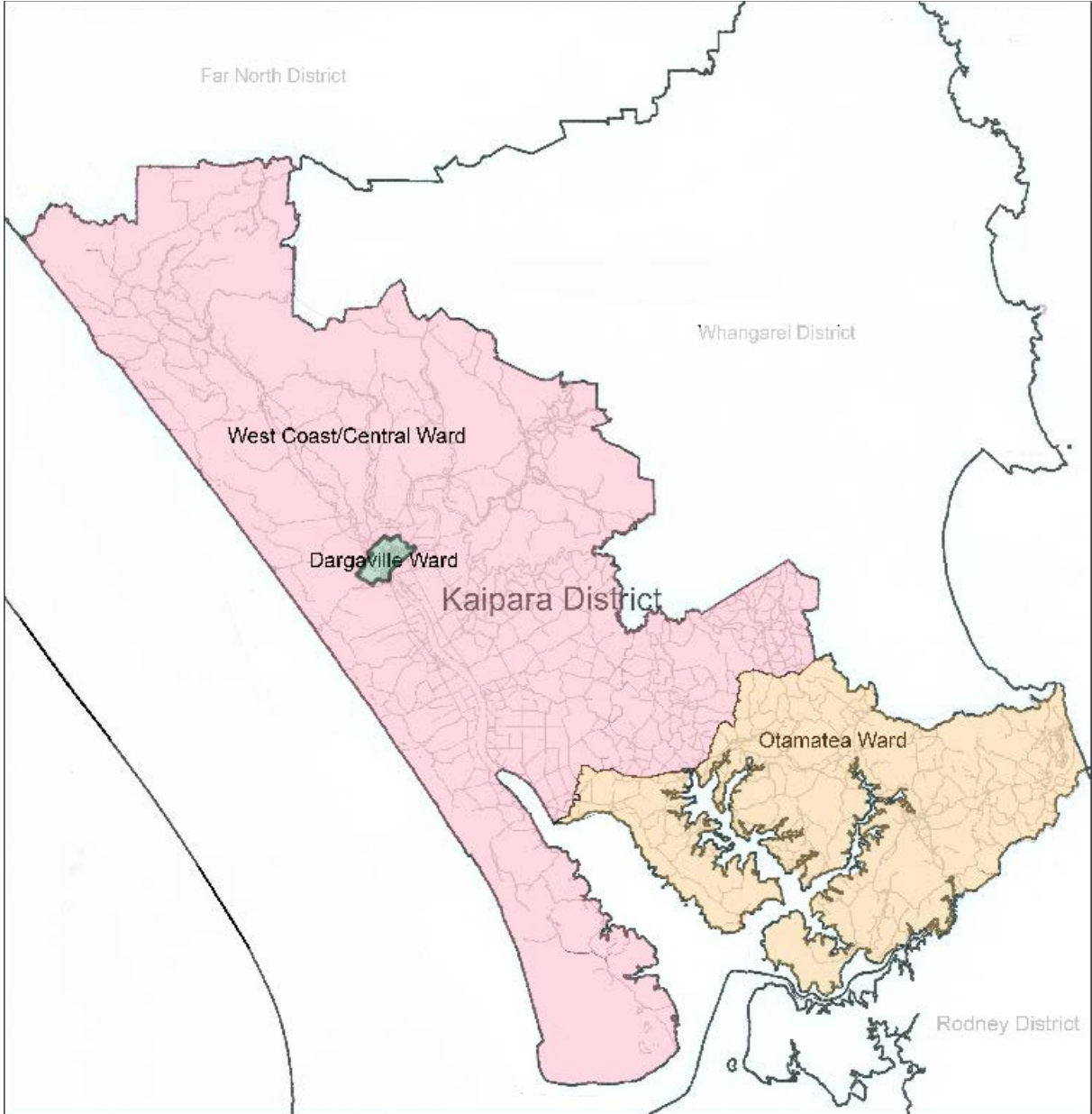
Source: Local Government New Zealand

Figure 2: Rodney Local Board boundaries and subdivisions



Source: Auckland Council

Figure 3: Kaipara District Council boundaries and wards



Source: Kaipara District Council

4 Study framework

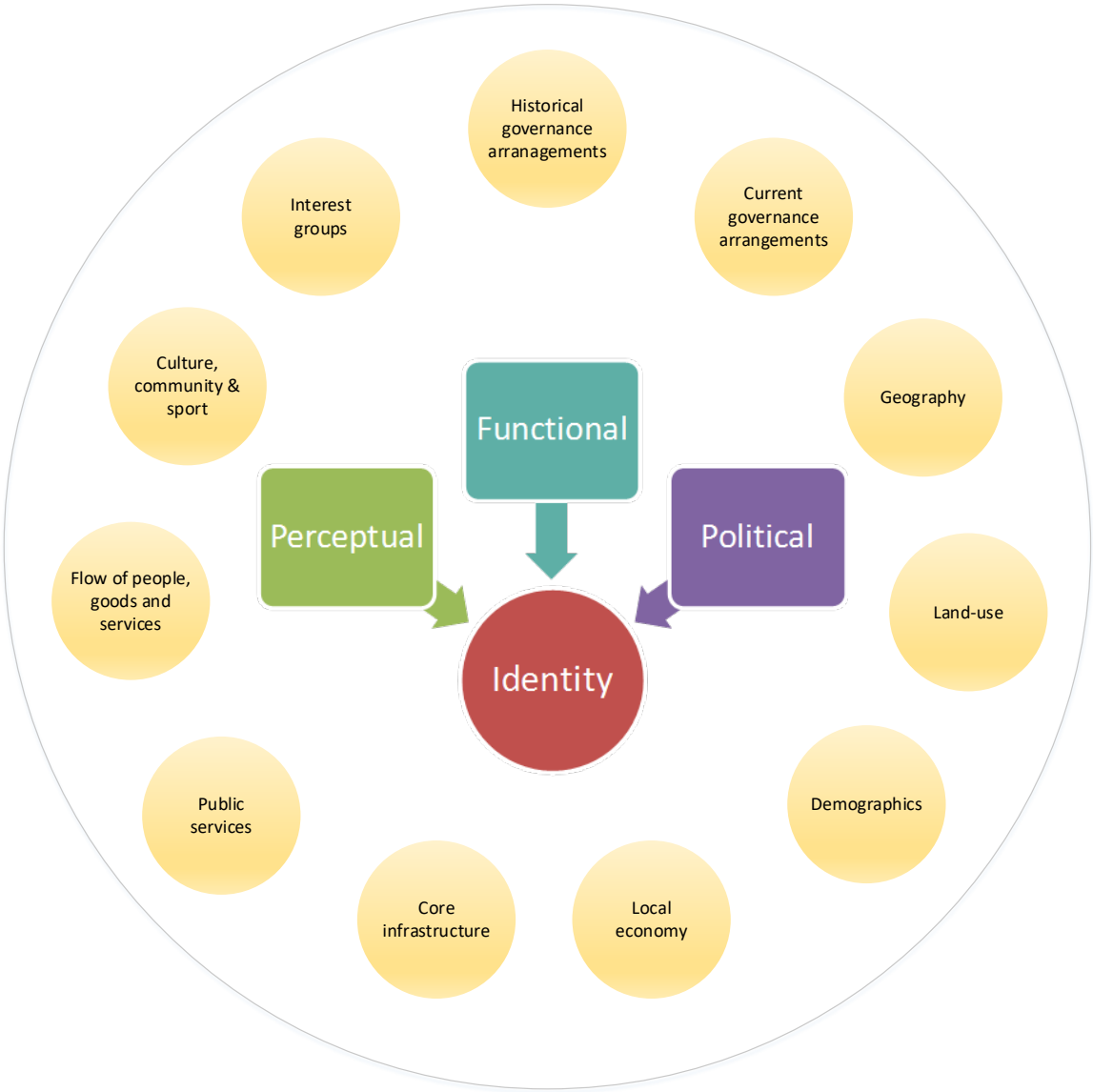
4.1. Approach and format

This study follows three key steps:

- 1. **Review:** Describes the connections that exist between people in the area in scope using eleven sub-dimensions to categorise information
- 2. **Analysis:** Considers the connections that exist between people in the area in scope against the three dimensions of communities of interest
- 3. **Conclusion:** Summarises the key findings to determine how they reflect on the identity of the area(s) in scope

These parts are depicted in Figure 4 and are summarised in the next section.

Figure 4: Study framework – sub-dimensions, dimensions and identity



4.1.1. Identity

This study considers the communities of interest in a given area with reference to the following parameters:

- Whether people in the area share a common identity
- What the common identity is based on
- Whether the identity is changing, and if so, how it is changing
- Whether the identity is shared with surrounding areas

4.1.2. Dimensions

The Commission uses the communities of interest concept broadly proposed by Fulcher (1989)¹. This concept considers communities of interest as comprising three dimensions:

1. **Perceptual identity:** the sense of belonging to an area
2. **Functional identity:** the ability to access public and private services and fulfil needs and/or preferences within a given area
3. **Political identity:** the ability to be represented by elected representatives and individuals/interest groups (includes the power of these representatives to make and/or influence decisions on behalf of other individuals/interest groups within an area)

The dimensions are not mutually exclusive but overlap and interlink forming one or more communities of interest. For this reason, the Commission considers how these dimensions work together as well as how they work as separate parts.

4.1.3. Sub-dimensions

The Commission uses a number of sub-dimensions to identify and describe the connections that exist (or don't exist) in a given area. This allows a picture to be formed of a given area which can then be used to consider the area against the three dimensions. The sub-dimensions are described as follows:

- **Historical governance arrangements:** Past arrangements show how local government areas develop and evolve over time. Historical local government connections may contribute to a sense of belonging to an area even if governance arrangements have changed.
- **Current governance arrangements:** Current arrangements show how formal political structures are organised across local, central and iwi boundaries. These arrangements may also explain why some people feel they belong to an area, how public services are organised and why informal interest groups may organise themselves the way they do.

¹ Fulcher, H (1989), *A Discussion Paper which explores the concept of community of interest as it applies to local government boundaries*, South Australian Department of Local Government

- **Geography:** Natural landmarks (e.g. rivers, valleys, islands, water catchments and mountains) have traditionally been influential in shaping local government and community borders (e.g. mountain ranges often provide natural boundaries between areas). Advancements in travel and communication have improved connections between adjacent local government areas. However, people in areas that have strong geographical boundaries (e.g. islands) may have a strong sense of belonging to that area even when non-geographical connections with wider areas increase. These boundaries may also explain why public services and political structures are organised the way they are.
- **Land use:** People that use land for rural purposes (e.g. farming or lifestyle) may have different needs and preferences than people in urban areas (i.e. where access to a more diverse range of services is available). Where similar, these needs and preferences may add to a sense of belonging to an area and explain why public and private services and political interest groups are organised the way they are. Changing land use patterns (e.g. population growth pressures in rural areas) may add to the diversity of an area and may result in more fragmented communities. This may change how services are delivered and how political structures are organised.
- **Demographics:** Population structure (e.g. size, age, ethnicity and income) may contribute to a sense of a common identity in an area where there are common characteristics or lack of common identity where characteristics are different. This may help explain why public and private services are provided in an area; and why some areas are dependent on trade flows to and from other areas. Population size and ethnicity data (e.g. iwi groups) also help explain political representation structures and interest groups.
- **Local economy:** The economic profile of an area (e.g. the level of economic diversification, employment stability and self-reliance) may explain why people have a sense of common identity in an area, why certain interest groups exist within an area and why these interest groups might form connections with groups in other areas (e.g. people who work in a common industry are likely to share a common interest). It may also help explain whether people can meet their needs and preferences in a given area and/or whether they are dependent on wider areas to sustain their needs and preferences.
- **Core infrastructure:** The demand and supply of core infrastructure (i.e. three waters, transport and broadband) is useful for considering local needs and preferences and/or how areas evolve (e.g. lack of reticulated water supply may reflect local demand or suggest an area is underdeveloped and has considerable scope to evolve further). This may add to, or reduce, the sense of belonging to an area respectively. Some core infrastructure (e.g. transport and broadband) improves connections between people in an immediate area and/or with a wider region (i.e. regional, national and international). This may contribute to a sense of belonging to multiple areas (e.g. working in an urban area and living in a rural area) and may explain why public and private services are organised and delivered the way they are (e.g. increase in people accessing services online).

- **Public services:** The demand and supply of public services (e.g. libraries, sports parks, cemeteries, public transport, waste collection, service centres, planning, emergency services, health and education) generally reflect local needs and preferences. These services can be adjusted to reflect changes in demand in a given area (e.g. demand for a new swimming pool). The mix of services at any given time and subsequent changes to these services may impact on the sense of belonging to an area, particularly if the change is significant (i.e. changes to service types, levels or costs). It may also explain why private services and political structures are organised the way they are.
- **Flow of people, goods and services:** Where people live, work and shop, and the flow of goods and services between these areas, can show the connections people have to their immediate area and wider areas. While the services that support these flows are fairly flexible, the economic infrastructure that enables them is relatively fixed (e.g. new business precincts can result in new public transport links being created between different parts of a city). These flows can therefore add momentum to community development. The flow of people, goods and services can add to the sense of belonging to an immediate area and/or wider area. It may also explain why certain interest and community groups exist within an area and why they form connections with other areas.
- **Culture, community and sport:** The scale and nature of cultural, community and sporting groups in a given area, and the similarities and differences between them, can show the social connections people have to their immediate area and/or wider areas (e.g. the presence of local media or sport clubs in an area can show common interests exist; and the presence of regional media and participation in regional sporting competitions can show common connections exist with wider areas). These connections may add to a sense of belonging to one or more areas; and may explain why public and private goods and services are organised the way they are.
- **Interest groups:** The scale and nature of interests in a given area, and the similarities and differences between them, can show the connections people have to their immediate area and/or wider areas (e.g. industry trade associations and advocacy groups can coexist in the same area – both may be significant in scale yet conflicting in purpose). These interests may contribute to a sense of belonging to an immediate area and/or wider area and explain why political interest groups are organised the way they are. It may also show the different interests that exist and how they intersect, overlap and/or conflict. Interest groups can change over time (e.g. due to demographic and economic change).

4.2. Information sources

Appendix B lists the information sources used to identify and describe each of the sub-dimensions in this study. While the Commission has made reasonable attempts to gather quality information across all the sub-dimensions, this study was constrained by some information gaps (e.g. access to trade data in Rodney). While this information would have been useful to consider the Commission does not believe it would significantly alter the conclusions of this study.

Part 2

5 Review of sub-dimensions

5.1. Historical governance arrangements

The Rodney County Council was established in 1876 following the abolition of the provinces across New Zealand. Rodney County included present day Wellsford, Warkworth and southern parts of the current Kaipara District.

The first sign of a region-wide Auckland local government identity was in 1953 with the establishment of the Auckland Regional Planning Authority. This was the first time Rodney was included as part of wider Auckland for local government purposes. In 1964 it was dissolved and replaced by the Auckland Regional Authority (ARA). Some regional functions for Rodney were then undertaken by the new Auckland-wide authority. The ARA had responsibility for a wide variety of infrastructure functions including bulk water supply, sewage reticulation and treatment, civil defence and public transport. It also had certain powers in respect of regional motorways and roads, and establishing regional reserves.

In 1989, nation-wide local government reforms saw county and borough councils abolished and replaced by city, district and regional councils. The Kaipara District Council was created from territory previously under the jurisdiction of several former councils including Rodney County Council. The newly established Northland Regional Council was made responsible for providing regional council functions to Kaipara District. The reforms also saw the creation of Rodney District Council. The newly-established Auckland Regional Council was made responsible for providing regional functions to the new Rodney District Council and Auckland City Council.

The Local Government Commission noted that the existing regional boundary between Northland and Auckland “appears to reflect the respective Northland and Auckland communities of interest” and that “no submissions were received by the Commission suggesting either any alteration to the boundaries of the present region or a larger region incorporating both the existing Northland and Auckland regions”.² The Commission did, however, subsequently make an adjustment to the boundary by incorporating land on the southern side of the Mangawhai Harbour in Kaipara District and the Northland Region so as to ensure the region’s boundary conformed to catchment boundaries.

In finalising boundaries for Rodney, the Commission noted that the existing Rodney and Helensville areas “should be considered as a unit” because Helensville was a service centre for part of the Rodney County and had a community of interest with urban settlements in the west of the Rodney County.³ The Commission subsequently established a Rodney District Council for the combined area.

² Local Government Commission, December 1988, *Draft reorganisation schemes Northland Region*, Section D, page 3

³ Local Government Commission, December 1988, *Draft reorganisation schemes Auckland Region*, Section D pp. 9-10

The Rodney District Council was split into six wards (Wellsford, Warkworth, Matakana, Hibiscus Coast, Helensville and Kumeu). Three community boards (Northern, Hibiscus Coast and Helensville-Kumeu) were created in the Rodney District. The Northern Board represented the North Rodney area (the Wellsford, Warkworth and Matakana wards). All community boards were abolished prior to the 1992 local authority elections.

In 2009 the Royal Commission on Auckland Governance recommended a region-wide unitary authority for Auckland.⁴ It concluded that the model would help achieve strong and effective Auckland governance and overcome fragmentation and coordination problems. The Royal Commission also recommended six local 'councils' including one for Rodney. Following the Royal Commission, the Government decided to create the current Auckland Council unitary authority with local boards through specific legislation.

An option of moving the boundary north to unite the entire Kaipara Harbour catchment into one region was considered by the Royal Commission on Auckland Governance but it was considered "impractical as the catchment extends many kilometres north of Dargaville."⁵ The existing Auckland/Northland regional boundary was retained.

5.2. Current governance arrangements

5.2.1. Local government arrangements

In 2010, Auckland Council was established as a single unitary authority. The former Rodney District Council (excluding the Hibiscus and Bays Local Board area) was established as a local board of the new Council.

The legislation provides for a shared decision-making model with two distinct decision-making bodies that operate within their respective areas of responsibility. The Governing Body focuses on strategic and region-wide decisions. Local boards represent the communities in their area and make decisions on local issues and activities.

The governing body consists of the Mayor elected by all Auckland voters and 20 Governing Body members elected by voters from the ward they represent. The Rodney area is represented by one ward councillor. The ward has the lowest population per councillor in Auckland.

Rodney is also represented by one of 21 local boards in Auckland. The Rodney Local Board has nine members, one of whom is elected by the Wellsford subdivision, three from Warkworth, four from Kumeu and one from Dairy Flat.

Auckland Council employees support the governing body and local board members by providing specialist advice, implementing decisions and delivering services. Council-controlled organisations look after some significant services and activities on behalf of Auckland Council.

⁴ A unitary council is a single territorial authority (that is, a district or city council) that has the responsibilities, duties and powers of a regional council conferred on it.

⁵ Royal Commission on Auckland Governance, March 2009, *Volume 1 Report*, Section 18, p 397

Rural Advisory Panel

Auckland Council has a Rural Advisory Panel that advises the Council on rural matters including the impact of regional policies and plans on Auckland's rural sector. Members of the Panel include two councillors and three local board members from the Rodney, Waitakere Ranges and Franklin local board areas; and representatives of several rural interest groups in Auckland, none of whom are Rodney-specific groups.

Hauraki Gulf Forum

The Hauraki Gulf Forum is a statutory body which was established to promote and facilitate integrated management and the protection and enhancement of the area under the Hauraki Gulf Marine Park Act 2000. The Forum is administered by Auckland Council. Membership includes representatives from Auckland Council as well as relevant central government ministries, neighbouring councils and tangata whenua. As outlined in the section under geography, most of the east coast of Rodney and all of the east coast of wider Auckland borders the Hauraki Gulf.

Kaipara Harbour

Kaipara Harbour is the second largest harbour in the southern hemisphere. The Harbour is currently managed cooperatively by Northland Regional Council and Auckland Council. As outlined in the geography section, the Harbour stretches north to Dargaville in the Kaipara District and south to Helensville in Rodney.

The Integrated Kaipara Harbour Management Group was established in 2005 by Ngāti Whātua to promote integrated management and inter-agency coordination of the Kaipara Harbour and its catchment. The Group's kaitautoko partners include iwi groups and relevant councils including Te Uri o Hau Settlement Trust, Ngāti Whātua o Kaipara, Kaipara District Council, Northland Regional Council and Auckland Council.

5.2.2. Central government arrangements

As shown in Figure 5, the Rodney Local Board area is split across three electorates (Northland, Rodney and Helensville). Most of the Wellsford subdivision and the Kaipara District are included in the Northland parliamentary electorate for national elections. This follows the 2007 review of electorate boundaries when Wellsford was incorporated into the Northland electorate due to population changes.⁶

Figure 5: General electorate boundaries



Source: Elections.org.nz

5.2.3. Iwi structures

Iwi in Auckland have large rohe (territories) that stretch across different local areas and into neighbouring regions. For example, there do not appear to be any iwi that are located solely within the Wellsford and Kaipara areas or are located solely within the Rodney area.

The iwi listed below have rohe that include both Rodney and areas of wider Auckland. As noted some iwi also extend into Northland. Many also have connections to Kaipara Harbour and/or the Hauraki Gulf.

- Ngāti Whātua (plus much of Kaipara District)
- Ngāti Whātua o Kaipara

⁶ Parliamentary electorate boundaries are reviewed after every census to make sure that each electorate has approximately the same number of people. This is to ensure equal representation.

- Ngāti Manuhiri (includes Mangawhai in Kaipara District)
- Te Kawerau o Maki (includes Mangawhai in Kaipara District)
- Ngāti Tamaoho
- Te Ākitai Waiohua
- Ngāti Maru
- Ngāti Paoa
- Ngāti Tai Ki Tamaki
- Ngāti Tamaterā
- Ngāti Whanaunga
- Ngāti Te Ata

5.3. Geography

Kaipara extends from the west coast to the east coast of New Zealand (to Mangawhai). The western area contains the northern catchment of Kaipara Harbour – the largest enclosed harbour in New Zealand. This area includes estuaries formed by a number of rivers. Kaipara Harbour extends south for approximately 60 kilometres along the west coast of Wellsford and beyond to Warkworth and Kumeu.

Wellsford is physically separated from Northland on the west by the Hargreaves Basin and Topuni River. There are no other natural borders between these two areas.

The Dome Valley separates parts of Wellsford from Warkworth and the Hoteo River flows south westerly from Wellsford into the Warkworth area. There are no other significant geographic features separating the two areas.

Both Wellsford and Warkworth adjoin the Hauraki Gulf on the east side. The vast size of the Gulf means it extends down to the eastern coast of wider Auckland and parts of the Waikato Region. Dairy Flat on the eastern side of South Rodney does not border the Gulf.

There are no distinct geographical features separating land areas of Warkworth from South Rodney. Within South Rodney, the Riverhead Forest separates parts of Kumeu from Dairy Flat. Kumeu is also surrounded by large areas of native forest and coastline. This includes Woodhill Forest in the west of Kumeu and the Waitakere Ranges in the south (part of wider Auckland). There are no other significant geographical features between South Rodney and wider Auckland.

5.4. Land use

Kaipara

Most of the land in Kaipara is considered rural. As shown in Figure 6, Kaipara District has several small townships. Dargaville is the largest and Kaiwaka and Mangawhai Heads are also large centres. The population of Kaipara District is projected to grow between 0.2-1.1 per cent or an additional 1,200 to 8,300 people from 2013-43.⁷

Figure 6: Townships and centres in Kaipara District



Source: Northland Regional Council

North Rodney

Most of the land in North Rodney is considered mixed rural production with some areas of forest. These areas are generally described as large land holdings, low population and building density, focused on land-based production with scattered and minimal lifestyle development and significant distances from urban services and facilities.

As shown in Figure 7, the Wellsford and Warkworth subdivisions have several small townships or local centres.

The township of Wellsford is considered the only 'rural and coastal town' in the Wellsford area. These towns are generally described as urban settlements of varying sizes with suburban zones in rural areas, widely varying local character and services that reflect lifestyle choices such as rural town life and retirement living. These towns are expected to grow substantially. Auckland Council currently plan on developing the area for 832 new dwellings in 2023-27.⁸

There are also various un-serviced rural and coastal villages in the Wellsford subdivision including Tāpora, Port Albert, Te Hana, Tomarata, and Pākiri. These are generally described as un-serviced villages with little or no growth. This currently makes them a lower priority for planning, services and infrastructure.

⁷ *Subnational population projections 2013(base)-2043 update*, Statistics NZ

⁸ *Future Urban Land Supply Strategy July 2017*, Auckland Council

Figure 7: Land use in Auckland



Source: Auckland Plan, Auckland Council

The township of Warkworth is considered one of two key satellite towns in the Auckland region and the only one in the north of Auckland. The Auckland Plan describes these towns as an area that has the 'potential to function independently of the main metropolitan area of Auckland, provide a range of services to surrounding rural areas, and develop quality transport links'. They are considered to be suitable locations for substantial residential and employment growth subject to appropriate infrastructure being in place; and are an important focus of future growth in rural areas. Snells Beach is the only rural and coastal town in Warkworth.

Warkworth also has several rural and coastal villages including Matakana, Point Wells and Omaha. These villages are generally described as small settlements of varying sizes (100 to 5,000 people) with close connections to their rural or natural surroundings. They are centres for rural residents and provide for village living, dormitory residential, holiday and retirement living, and in some cases, serve visitors with low-key service and tourist development.

There are also eight other villages in Warkworth. These are generally described as un-serviced villages with little or no growth.

The population of the Warkworth subdivision is set to grow to over 20,000 by 2040. Specifically, Auckland Council plan to develop the area for an additional 2,300 dwellings in Warkworth North in 2018-22, 1600 dwellings in Warkworth North East in 2023-27 and 3,700 dwellings in Warkworth South in 2028-32.⁹

South Rodney

Like North Rodney, South Rodney is mostly rural land interspersed with several townships. The Auckland Plan classifies three areas in the Kumeu subdivision as 'rural and coastal towns'. These are Helensville, Kumeu-Huapai and Riverhead. There are also two serviced rural and coastal villages in Kumeu, Waimauku and Whenuapai.

The Dairy Flat subdivision is much smaller in area than Kumeu, Warkworth and Wellsford and contains no 'rural and coastal towns'. It has two rural and coastal villages – Dairy Flat town and Coatesville.

A number of areas in Kumeu and Dairy Flat have been flagged for growth by Auckland Council. Developments in the Dairy Flat area will likely result in increased linkages between Dairy Flat and the nearby Hibiscus and Bays Local Board area.

Wider Auckland

Rural land covers approximately 70 per cent of Auckland's land area according to the Auckland Plan. Rodney represents 46 per cent of Auckland. However, over 90 per cent of Auckland's residents live in the urban core. Population pressures in Auckland mean that by 2040 there will be significant land developments in parts of Rodney (as outlined in the sections on North Rodney and Rodney).

⁹ *Future Urban Land Supply Strategy July 2017*, Auckland Council

5.5. Demographics

Kaipara

As shown in Table 1, Kaipara District's population is 18,960.¹⁰ The ethnic make-up is predominately European with a higher proportions of Māori compared to New Zealand. The Kaipara population has a higher elderly population compared to the rest of New Zealand.

North Rodney

North Rodney's population is 23,226 comprising 5,595 in Wellsford and 17,631 in Warkworth. Both subdivisions have a predominately European population (80.4 per cent of Wellsford's population compared to 86.7 per cent for Warkworth's population). The proportion of residents that identify as Māori is higher in Wellsford than Warkworth (16.6 per cent compared to 7.8 per cent). Both areas have a relatively older population. The percentage of Warkworth's population over 65 years is 22.5 per cent compared to 15.8 per cent for Wellsford.

South Rodney

South Rodney population is 31,656 comprising 25,095 in Kumeu and 6,561 in Dairy Flat. The combined population of Rodney is 54,879. Like North Rodney, people in South Rodney are predominately European. However, Dairy Flat has a higher percentage of its population identifying as Asian (5.9 per cent compared to an average of 2.6 per cent for the other Rodney subdivisions).

South Rodney is also slightly younger than Wellsford and Warkworth in the north. The percentage of the population over 65 years is less in Kumeu (12.6 per cent) and Dairy Flat (10.1 per cent) compared to North Rodney (15.8 per cent for Wellsford and 22.5 per cent in Warkworth).

Wider Auckland

Rodney is less ethnically diverse than all of Auckland and its population is also older. The median personal income is slightly higher than Auckland as a whole.

¹⁰ Not all data is available at the subdivision level. Data may also be subject to rounding error.

Table 1: Demographic profiles

Demographic	Kaipara	Wellsford	Warkworth	Kumeu	Dairy Flat	Auckland	New Zealand
Population	18,960	5,595	17,631	25,095	6,561	1,415,550	4,242,048
Ethnicity (%) ¹¹							
European	84.2	80.4	86.7	84.4	85.6	59.3	74.0
Māori	23.1	16.6	7.8	9.9	4.3	10.7	14.9
Pacific peoples	2.9	2.4	2.8	2.8	0.9	14.6	7.4
Asian	2.0	2.5	2.2	3.3	5.9	23.1	11.8
Middle Eastern, Latin American, African,	0.3	0.4	0.4	0.4	0.3	1.9	1.2
Other ethnicity	1.7	2.2	2.1	1.9	1.6	1.2	1.7
Median age of population (years)	45.3	-	-	-	-	35.1	38.0
Percentage of population under 15 (%)	20.0	22.3	18.9	22.0	20.1	20.9	20.4
Percentage of population over 65 (%)	20.0	15.8	22.5	12.6	10.1	11.5	14.3
Median personal income (for people aged 15 and over) (\$)	22,600	-	-	-	-	29,600	28,500

5.6. Local economy

There is limited disaggregated data available on the local economies in scope of this study. In regards to Rodney, the biggest industries in 2016 were manufacturing (16 per cent); rental, hiring and real estate services (10.5 per cent); and construction (10.3 per cent). This is in comparison to wider Auckland where the largest industries are the professional, scientific and technical services (10.2 per cent); manufacturing (9.9 per cent); and financial and insurance services (8.8 per cent).

The rural industries such as dairying, horticulture, winemaking, tourism and forestry are important to Rodney's local economy. As a result of proximity to Auckland, lifestyle blocks, retirement housing and holiday homes are also very popular.

¹¹ People could choose more than one ethnicity and categories are not exclusive.

Tourism in Rodney is focussed around the east coast area from Puhoi to Pakiri. In 2011, the New Zealand Tourism Research Institute at the Auckland University of Technology surveyed visitors, businesses and the community to inform the visitor strategy for the area. The research showed the majority of domestic visitors to this area (75 per cent) came from the wider Auckland region. A high proportion of domestic respondents (90 per cent) had visited the region before and just under half mentioned previous visits.

5.7. Core infrastructure

Kaipara

Kaipara District Council provides potable and wastewater services to settlements throughout Kaipara. People living in rural areas outside of the catchment for these services are responsible for their own water supply and have private wastewater systems.

The main road connecting Kaipara to the Wellsford area is State Highway 1. State Highway 12 branches off State Highway 1 and connects to Dargaville approximately 98km from Wellsford Township. There are some local roads that connect the two areas. They include Mangawhai Road which branches off State Highway 1 just south of the Auckland/Northland Border and connects to the small coastal town and holiday spot of Mangawhai about 26 km from Wellsford Township.

Kaipara has access to a number of broadband options. A small area in Dargaville has access to fibre.

North Rodney

Watercare provides potable water to Wellsford Township and manages its wastewater treatment plant. In more rural areas of Wellsford, homeowners are responsible for their own water supply and wastewater systems. Watercare also provides potable water and wastewater treatment services to several areas in Warkworth. There are plans to invest in more water infrastructure in Warkworth in the next ten years to improve service levels and support growth.

State Highway 1 runs between Wellsford and Warkworth (approximately 19km between the main centres). There are transport works planned which will improve links between Wellsford and Warkworth. State Highway 1 also passes through South Rodney and into wider Auckland (approximately 77km from Wellsford and 58km from Warkworth).

Both areas have access to a number of broadband options although Warkworth has access to fibre and there are plans to provide it in Wellsford.

South Rodney

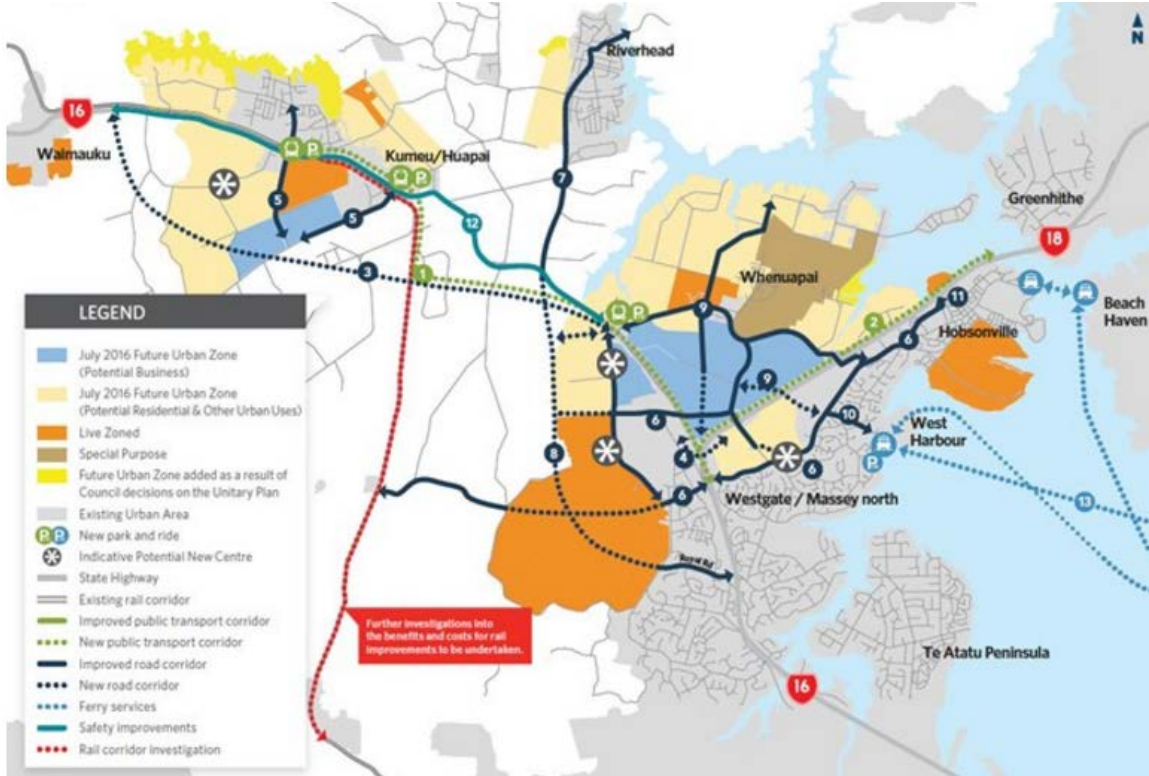
Similar to North Rodney, Watercare provides water supply and wastewater treatment services to several townships in South Rodney. The rural areas outside of the main towns have to rely on their own private water collection and wastewater treatment.

Dairy Flat Highway and some other main roads provide links through Dairy Flat and into wider Auckland. State Highways 16 and 18 are the main roads through to Kumeu from wider Auckland. State Highway 18 links Dairy Flat to Kumeu via State Highway 1 from the south. There are also many other roads in the area linking these areas.

As shown in Figure 8, planned transport works will strengthen connections between South Rodney and wider Auckland. This includes transport improvements between Kumeu/Huapal and central Auckland and between Dairy Flat and wider Auckland (e.g. Albany and Silverdale).

The provision of ICT infrastructure is similar in South Rodney as North Rodney.

Figure 8: Preferred transport network for the north west of Auckland



Source: Auckland Transport

5.8. Public services (local and central)

5.8.1. Local facilities and services

Kaipara

Kaipara has two council offices, one in Dargaville and another in Mangawhai. Kaipara has many of its own libraries, community halls, parks and cemeteries. It is not clear how many Wellsford residents, if any, use Kaipara facilities rather than those in Wellsford.

There are no public transport services between Kaipara and Wellsford and private suppliers do not provide direct routes.

North Rodney

Wellsford does not have a council service centre but has several different facilities that provide meeting places and common resources for the local community. These include: the Wellsford and Te Hana Community Halls; local parks such as Wellsford Centennial Park, and Memorial Park; and several cemeteries. Wellsford's new library was opened in 2013.

There are no public transport services in Wellsford. National bus companies Intercity, Naked Bus and Mana Bus connect Wellsford with wider Auckland and Whangarei but do not go to Kaipara.

Warkworth has a council service centre which Wellsford residents can use as well as many community facilities including seven community halls/centres, three sports parks, several cemeteries and two libraries.

There are some public transport services in the area but this is limited to the more populous areas on the east coast of Warkworth. For example, the Kowhai Connection (an Auckland Transport service) provides a bus service between Whangateau, Matakana, Warkworth and Algies Bay. It includes stops at Point Wells, Omaha and Snells Beach but does not extend into South Rodney or wider Auckland area. It operates about four times daily. The national bus companies, such as Intercity provide services that link Wellsford and Warkworth but there are no public options. There are some private services from Warkworth to wider Auckland (refer to wider Auckland section).

South Rodney

There are two council service offices in South Rodney – one in Helensville and another in Huapai. There are also a number of community facilities including community halls, community centres, sports parks and cemeteries spread in both Kumeu and Dairy Flat. There are libraries in both Helensville and Kumeu but not in Dairy Flat. The closest library would be the Albany Village Library or Orewa Library.

In terms of other core council services, there is no rubbish collection in Rodney. Individuals and businesses are responsible for the collection of their own waste. However, recycling collection is available fortnightly.

There are no public and private services directly linking Kumeu and Dairy Flat. South Rodney residents need to go via wider Auckland (particularly the Upper Harbour Local Board area). There are also no public or private transport services linking North Rodney and South Rodney.

Wider Auckland

Many of the community facilities and services in wider Auckland are delivered locally rather than regionally. However, Auckland Council and its council-controlled organisations provide regional planning services, technical resources and governance support in the Rodney area.

There are public transport connections from central Auckland to South Rodney but not to North Rodney. Auckland Transport announced a new bus network in June 2017 that included peak express services to the city centre from Helensville. The Mahu City Express is a privately-run bus commuter service between Warkworth and Snells Beach and the Auckland CBD. It departs twice in the morning and twice in the afternoon. There is no council-provided public transport that connects Wellsford and central Auckland.

5.8.2. Central government services

Kaipara

Kaipara falls under the Northland District Health Board (DHB). The only social welfare service provided by the Ministry of Social Development is Work and Income NZ in Dargaville. Kaipara has its own police and fire stations. The southern part of Kaipara around Mangawhai is included with Wellsford in the Waitemata Police District. The rest of Kaipara is included in the Northland Police District. Kaipara has a District Court and a Disputes Tribunal in Dargaville. For the High Court and Tenancy Tribunal the closest location is Whangarei.

Kaipara District has 18 primary schools throughout the district as well as two secondary schools. The southern portion of Kaipara in the Mangawhai area shares a secondary school zone with the Wellsford area. Tertiary education cannot be accessed in the area.

North Rodney

Wellsford and Warkworth are both part of the Waitemata DHB, Waitemata Police District and Region One for fire and emergency services. Key central government services such as education, police, fire and welfare services are able to be directly accessed in both areas although there is no separate DHB service centre in Wellsford so residents must travel to Warkworth.

North Rodney residents must travel to Whangarei or wider Auckland to access some central government services such as tertiary education, courts and hospitals and specialist health services. The closest hospital to Wellsford is in North Shore, wider Auckland although there is one in Whangarei which is a similar distance away from Wellsford.

There are five schools in Wellsford including one secondary school. The zone for that secondary school does include a southern portion of Kaipara including Mangawhai. There are seven primary schools and another secondary school in the Warkworth subdivision.

South Rodney

Similar to the case in North Rodney, South Rodney residents are part of the Waitemata DHB, Waitemata Police District and Region One for fire and emergency services. South Rodney residents are also able to access key central government services such as education, police and fire in their immediate areas but must travel to wider Auckland for access to some central services such as tertiary education, courts, hospitals and specialist health services.

Wider Auckland

Central government services tend to be managed as part of an Auckland regional area. As discussed in the preceding sections, each of the four main areas in Rodney can access some central services in their immediate areas but are reliant on wider Auckland to access others. These services are considered essential services.

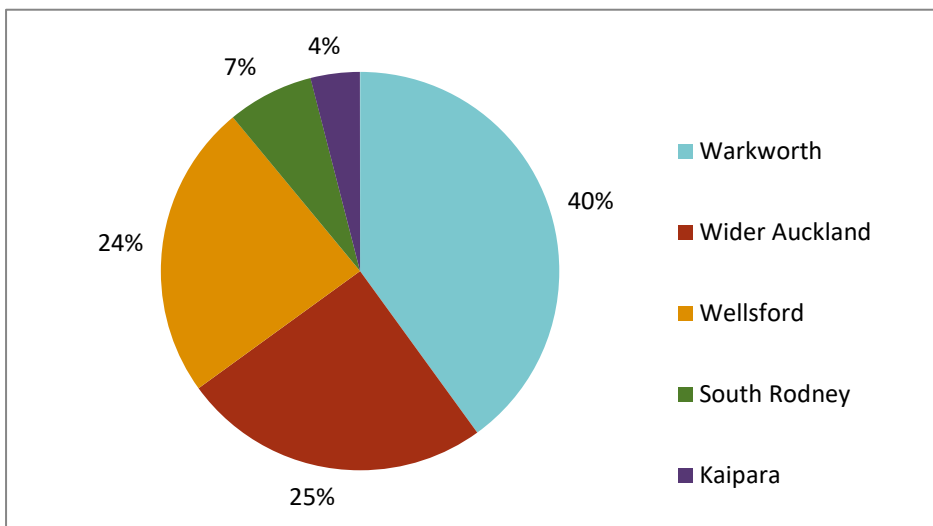
5.9. Flow of people, goods and services

5.9.1. Shopping patterns¹²

Wellsford

As shown in Figure 9, retail expenditure figures show Wellsford residents spend a small amount in Kaipara (only four per cent or almost \$3 million). Most of their retail expenditure is spent in the Warkworth area (40 per cent or \$26 million) followed by wider Auckland (25 per cent or almost \$16 million) and then Wellsford (24 per cent or \$15.7 million).

Figure 9: Wellsford residents' retail expenditure by area

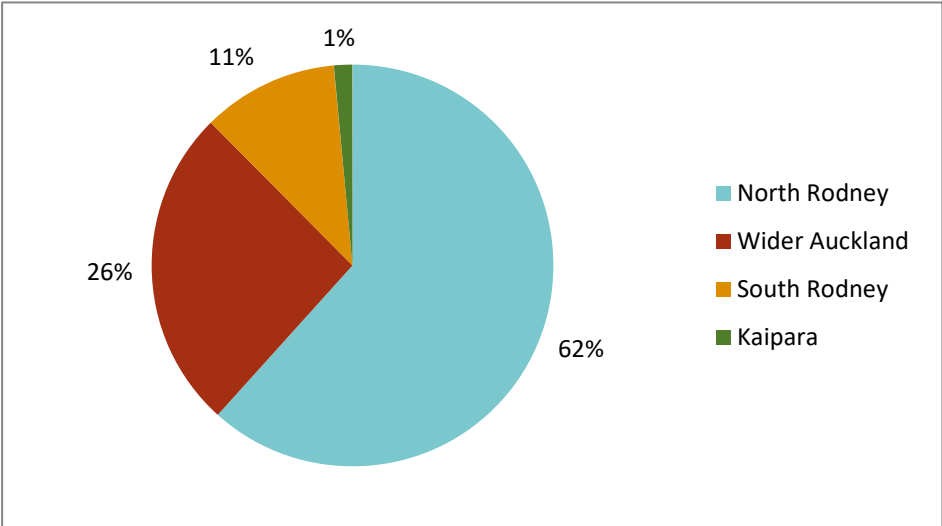


¹² This information was obtained by Marketview and shows the total value of electronic card transactions (eftpos, credit and debit card transactions) in particular areas of Auckland for the year ending March 2017 at the point of purchase (not online). The data is derived from two primary data sets: the BNZ cardholder database and the Paymark merchant database. Figures do not include wholesale trade. Statistics New Zealand has reported that just under 70 per cent of total retail expenditure is paid with an electronic card and notes BNZ has a 15-20 per cent share of the car market and 75 per cent of New Zealand retailers use the Paymark network. Some data may contain rounding errors.

North Rodney

As shown in Figure 10, most retail expenditure by North Rodney residents is in the North Rodney area (62 per cent or \$169 million) followed by wider Auckland (26 per cent or \$70.5 million) and South Rodney (11 per cent or \$29 million). Wellsford residents are much more likely to spend retail dollars in Warkworth than vice versa (40 per cent or \$26 million compared to 0.9 per cent or \$1.9 million) and there is little expenditure in Kaipara by North Rodney residents combined.

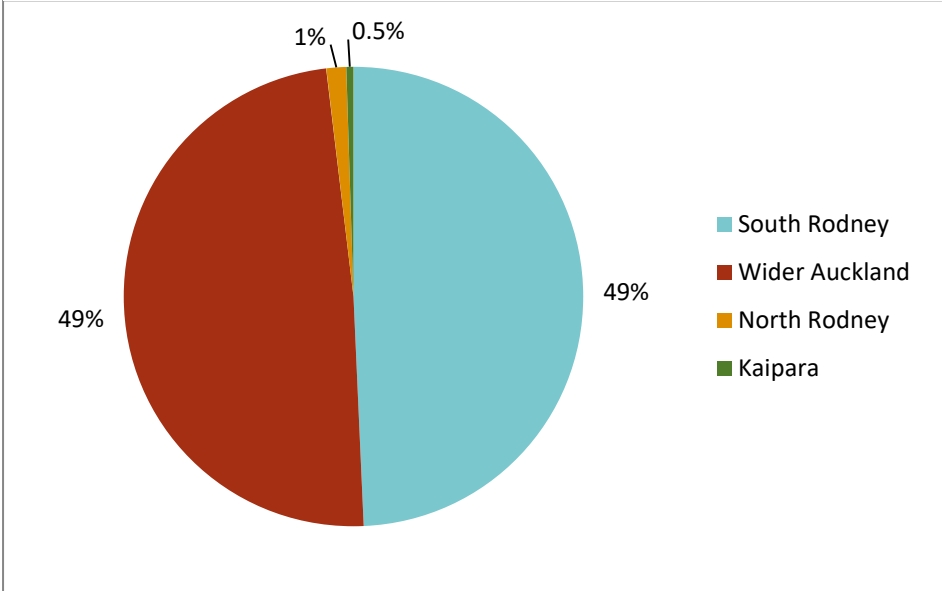
Figure 10: North Rodney residents’ retail expenditure by area



South Rodney

As shown in Figure 10, North Rodney residents’ retail expenditure in South Rodney is minimal (11 per cent or \$29 million). As demonstrated in Figure 11, retail expenditure by South Rodney residents in North Rodney is even less (1 per cent or \$14.5 million). Most retail expenditure by South Rodney residents’ is in South Rodney (49 per cent or \$514 million) and wider Auckland (49 per cent or \$504 million).

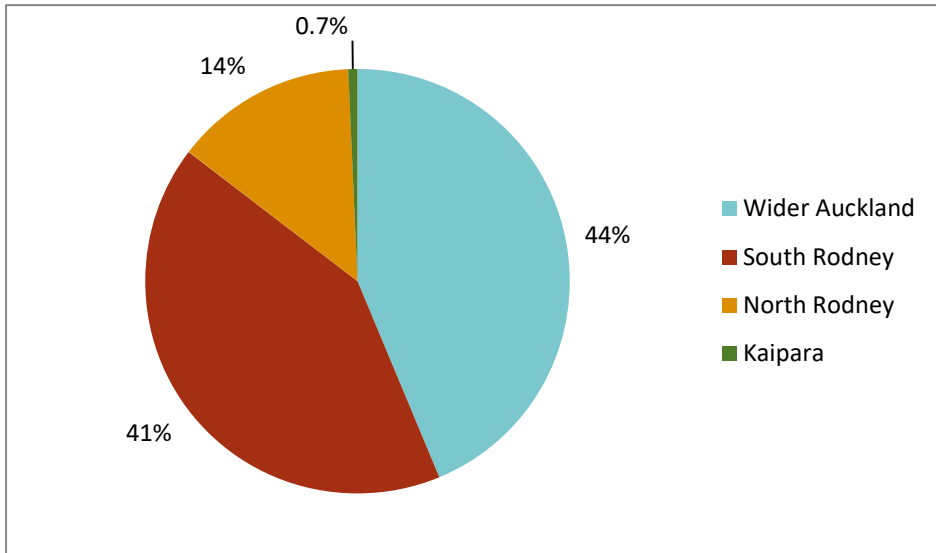
Figure 11: South Rodney residents’ retail expenditure by area



Wider Auckland

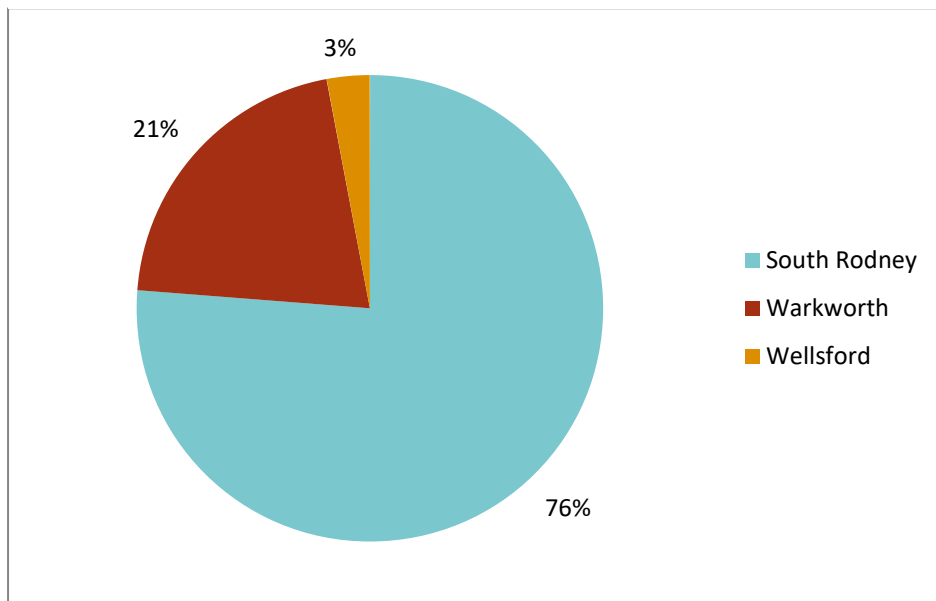
As shown in Figure 12, most retail expenditure by North and South Rodney residents takes place in the Rodney area (55 per cent or \$727 million) followed by wider Auckland (44 per cent or \$575 million).

Figure 12: Rodney residents' retail expenditure by area



As shown in Figure 13, just over half of the retail expenditure in Rodney by residents of wider Auckland takes place in the Kumeu and Dairy Flat areas (76 per cent or \$246 million), followed by Warkworth (21 per cent or \$66 million) and Wellsford (3 per cent or \$9 million).

Figure 13: Wider Auckland residents' retail expenditure in Rodney



5.9.2. Travel to work patterns¹³

Kaipara

Most Kaipara residents work in Kaipara (74 per cent) followed by other areas (18.9 per cent). More Kaipara residents work in wider Auckland than Rodney (4.1 per cent compared to 2.8).

North Rodney

Most Wellsford residents work in Auckland (82.6 per cent) followed by other areas (13.6 per cent) and then Kaipara (3.8 per cent). Of those Wellsford residents working in Auckland, most work in Wellsford (58.1 per cent) followed by wider Auckland (24.0 per cent) and Warkworth (23.0 per cent). Few Wellsford residents work in Kumeu and Dairy Flat (less than 1 per cent).

Most Warkworth residents work in Auckland (88.0 per cent) followed by other areas (11.6 per cent). Few Warkworth residents work in Kaipara (less than 1 per cent). Of those Warkworth residents working in Auckland, most work in Warkworth (60.8 per cent) followed by wider Auckland (35.70 per cent). Few work in Wellsford, Kumeu and Dairy Flat (5.4 per cent in total).

South Rodney

Most Kumeu residents work in Auckland (88.8 per cent) followed by other areas (11.0 per cent). Of those Kumeu residents working in Auckland, most work in wider Auckland (59.7 per cent) followed by Kumeu (39.1 per cent). Only 1.2 per cent work in other areas of Rodney.

Most Dairy Flat residents work in Auckland (93.6 per cent). Of these residents who work in Auckland, most work in wider Auckland (71.0 per cent) followed by Dairy Flat (28 per cent). Only 1.9 per cent work in other areas of Rodney.

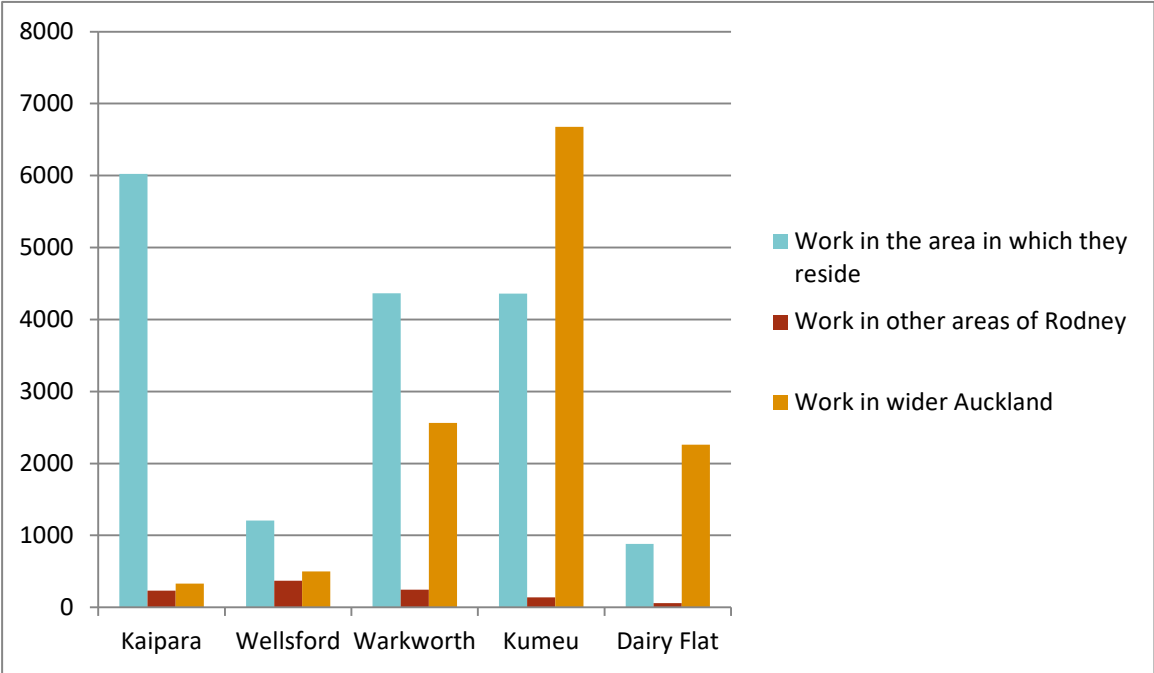
Wider Auckland

It follows that South Rodney residents are more likely to work in wider Auckland than their own area and North Rodney residents are more likely to work in wider Auckland than any other part of Rodney other than their own subdivision.

Figure 14 provides a summary of these patterns by number of residents and area.

¹³Travel to work patterns are based on Statistics NZ data from the 2013 Census. This data shows the area of usual residence by workplace address for employed persons (both full and part-time) and the usually resident population count aged 15 years and over. The workplace address category 'other areas' includes respondents who have an unknown workplace address or who work outside of the Auckland Region. Unknown workplace address may be in the Auckland region. Some data may contain rounding errors.

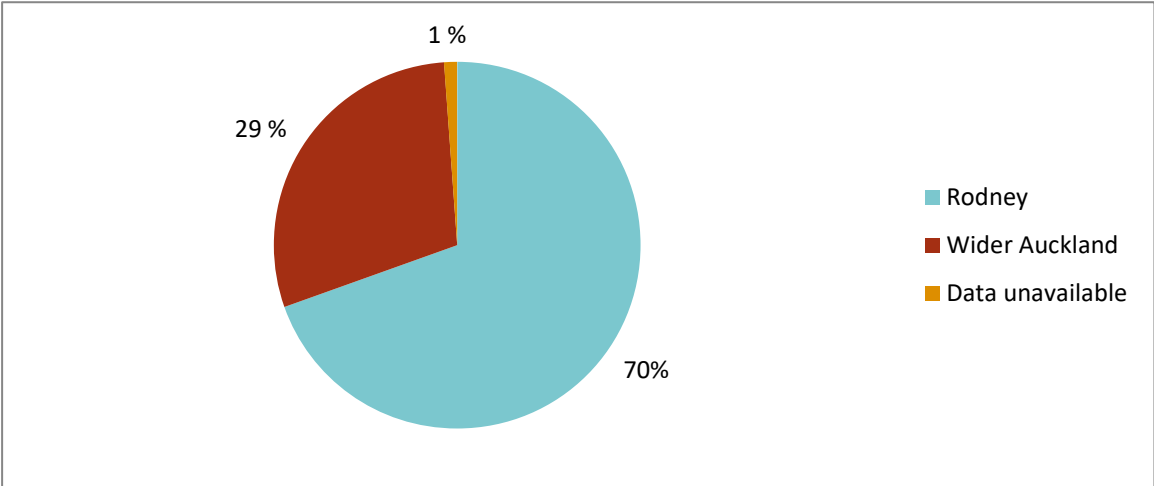
Figure 14: Travel to work patterns by number of residents and area



5.9.3. Travel to school patterns

Figure 15 shows that around 70 per cent of Rodney students live and go to school in the Rodney Local Board area.¹⁴ Just over 29 per cent travel to wider Auckland for school. School location data was unavailable for the remaining students.

Figure 15: School location of students residing in Rodney



5.9.4. Trade patterns

Due to a lack of data it is not clear whether residents and businesses in Wellsford and wider Rodney are more likely to use Kaipara/Whangarei in the north or Auckland/Waikato in the south to access markets and other commercial opportunities. It is likely that state highways in the area would play an important role in facilitating trade in both directions.

¹⁴ Data provided by the Ministry of Education. Extracted from the March 2017 Roll Return geocoding by Critchlow.

5.10. Culture, community and sport

While this section does not provide an exhaustive list of the clubs in the area it provides an indication of how they are organised and the connections between different areas.

Kaipara and North Rodney

Some sports clubs based in North Rodney play in Northland competitions rather than Auckland. For example, the Wellsford Rugby Club is part of the Northland rugby province (under NZ Rugby), several cricket teams in Warkworth and Wellsford play against teams from Kaipara District and wider Northland, the Leigh Bowls Club in Warkworth is affiliated with the Northland Bowls Association and the Sandspit Yachting Club in Warkworth is part of Northland Yachting.

Other sports in North Rodney have links to competitions in wider Auckland particularly in South Rodney. For example, while the Wellsford Rugby Club is part of the Northland competition, the Mahurangi Rugby Club in Warkworth plays with teams in wider Auckland (e.g. they play in the Hibiscus Coast, Helensville, Takapuna and Massey).

Auckland and Northland are part of Netball New Zealand's Northern Zone. However, there are 17 local netball centres within that zone. For example the Wellsford Junior Netball Club play at the Netball Rodney Centre netball courts in Wellsford and there is a separate netball centre in Dargaville. The Warkworth Netball Club must travel to the netball centre in Wellsford for games.

Both Wellsford and Warkworth have their own Lions Club. The Lions Club in Wellsford is part of the Lower Northland/Rodney Zone. Kaipara has two of its own RSAs situated in Dargaville and Maungaturoto and Wellsford and Warkworth each have their own RSAs too.

Each area also has clubs that reflect the unique interests of those areas (e.g. Wellsford has a Country Music Club and Warkworth has the Warkworth Bridge Club). There are also some joint clubs (e.g. the Budget Services Incorporated is a branch of the New Zealand Federation of Family Budgeting Services Inc. which spans Wellsford and Warkworth).

The Kaipara Lifestyler is the only regional community newspaper in the Kaipara District. It has a distribution of 10,000 and is delivered to every home in the Kaipara District as well as in Wellsford. In Wellsford there is a radio station called Red Eye Radio 88.1 that serves the Wellsford Township but is also available in the wider Rodney area on a different frequency. Mahurangi Matters based in Warkworth is a community newspaper which is published fortnightly and is mainly focussed on the North Rodney area.

South Rodney

While the Rodney Cricket Association (made up of Warkworth and Wellsford clubs) falls under of the umbrella of Northland Cricket the Kumeu Cricket Club in South Rodney is part of the Auckland Cricket Association. Rugby competitions in South Rodney are also linked to Warkworth and wider Auckland.

There is a netball centre in Helensville and the Western United Netball club in Huapai plays at the Netball Waitakere facilities in wider Auckland.

There are RSAs in Helensville and Kumeu and a Lions Club in Huapai-Kumeu.

The radio station Times FM in Orewa on the Hibiscus Coast serves the Rodney area extending from the Brynderwyns in south Kaipara to Albany in wider Auckland.¹⁵ More FM also has a morning show targeted at a Rodney audience.¹⁶

The key print media in Rodney and circulation is shown in Table 2.

Table 2: Rodney print media and circulation

Title	Coverage area	Circulation	Published
Nor-West News	Kumeu and north-west Auckland	9951	Weekly, Thursdays
Rodney Times	Wellsford-Albany Hts, Warkworth, Matakana Coast, Hibiscus Coast	39000	Bi-weekly, Tuesdays-Thursdays
Mahurangi Matters (Local Matters)	Warkworth, Snells Beach, Matakana, Leigh, Kaipara, Mahurangi	13,600	Bi-monthly
Hibiscus Matters (Local Matters)	Waiwera to Silverdale, Orewa, Whangaparaoa peninsula	30,000	Bi-monthly
NZ Herald	All of Rodney	n/a	Daily

5.11. Interest groups

Wellsford does not appear to have any interest groups with links to Kaipara. Most Northland associations do not appear to extend down to Wellsford either. For example, the Northland Winegrowers Association only represents vineyards in the Northland region.

Several interest groups across New Zealand have offices or branches in the North Rodney area particularly in Warkworth. For example, the NZ Society of Genealogists has branches in Warkworth and Wellsford, Forest and Bird has a Warkworth branch, Grey Power has an association in Warkworth and the Auckland Kindergarten Association has branches in Wellsford and Snells Beach. There is also a Warkworth Business Association.

There do not appear to be many Rodney specific interest groups. Federated Farmers Auckland is split into two sub-provinces: Rodney and Franklin. There is also the Rodney Economic Development Trust an Auckland Council organisation focusing on helping businesses in the area. The Te Tai Tokerau Principals' Association represents principals of schools from the Far North to Rodney. NZ Farm Forestry New Zealand has a lower north branch which includes Rodney but is based in Mairangi Bay on Auckland's North Shore.

Rodney's proximity to Auckland means it is possible for residents to access Auckland-based interest groups to represent them on regional and national matters. Further, other organisations often combine parts of Auckland and Northland together for representation for example, Beef + Lamb NZ and NZ Young Farmers.

¹⁵ <http://www.matakanacoast.co.nz/listings/mediaworks-radio-rodney>

¹⁶ <http://www.morefm.co.nz/home/shows/more-fm-breakfast-with-brent---lance.html>

6 Key findings

Kaipara and Wellsford

Wellsford and Kaipara have many connections which may add to the sense of belonging to a common area. They both adjoin Kaipara Harbour, have similar demographics, there are sport and recreational connections between the two areas, there are roads linking the areas and land use is primarily for rural purposes. These connections mean residents of these areas might have similar needs, preferences and interests which add to the sense of a common identity. However, retail expenditure and travel to work flows show weak functional linkages between these areas (e.g. Wellsford residents spent only 4 per cent of their retail expenditure in Kaipara in the year ending March 2017; and only 126 Kaipara residents worked in Wellsford and 96 Wellsford residents worked in Kaipara during the 2013 Census period). This may reflect the distance between the two main centres of Wellsford Township and Dargaville (e.g. it is approximately 98km from Wellsford Township to Dargaville compared to 19km between Wellsford Township and Warkworth and 77km between Wellsford Township and central Auckland). So while the connections outlined above may add to the sense of a common identity, in practice, the strength of this association is not strong (especially when compared to other areas as will be outlined in the next section).

This is consistent with current governance arrangements (i.e. while Wellsford had connections to the southern parts of the current Kaipara District pre-1989, its local government identity has generally been associated with wider Rodney). Further, other than sport and recreation, most Wellsford interest groups and services are not linked to the Kaipara area; and both areas are reliant on other areas to fulfil their broader needs and preferences (e.g. the closest hospital to Wellsford is in Auckland's North Shore followed closely by Whangarei).

North Rodney

The two North Rodney areas of Wellsford and Warkworth both adjoin Kaipara Harbour and the Hauraki Gulf and are linked via State Highway 1 and other roads. There are good sport, recreational and community connections between the two areas (some of which also span Northland and wider Auckland in some cases), the demographics are similar (although there is a much smaller Maori population in Warkworth and it is older and has less young people) and land use in both areas is primarily for rural purposes. Perceptually, these commonalities could add to a sense of belonging to a North Rodney area similar to the case with Wellsford and Kaipara outlined above. Further, unlike the case with Kaipara, these areas have also been part of a wider Rodney local government area since 1876. This suggests stronger communities of interest in North Rodney than in Wellsford and Kaipara.

However, while Wellsford residents need to travel to Warkworth to access some services (e.g. Wellsford's closest council service centre is in Warkworth), the two areas are generally self-sufficient when it comes to fulfilling their basic needs in their respective areas (e.g. daily groceries and community facilities). This finding is supported by retail expenditure and travel to work data which does not show strong linkages between the two areas particularly in the direction of Warkworth flows to Wellsford (e.g. Wellsford residents spend 40 per cent of their retail expenditure in Warkworth compared to Warkworth residents who spent less than 1 per cent in Wellsford; and only 156 Warkworth residents worked in Wellsford compared to 363 Wellsford residents who worked in Warkworth – both indicators being low relative to the total working population). That said, these retail expenditure and work flows are stronger in North Rodney than those between Wellsford and Kaipara.

When it comes to fulfilling broader needs and preferences, North Rodney residents in both Wellsford and Warkworth have solid linkages to wider Auckland (e.g. Wellsford residents retail expenditure is around the same in wider Auckland as it is in Wellsford; North Rodney residents spent 26 per cent of their retail dollars in wider Auckland; and both Wellsford and Warkworth residents are more likely to work in wider Auckland than in each other's area). Further, both areas are dependent on wider areas for access to key infrastructure and essential services (e.g. the closest hospital and courts to North Rodney are in wider Auckland).

Planned growth in North Rodney and access to ICT infrastructure in both areas is likely to further develop connections between North Rodney and wider Auckland (i.e. Warkworth is considered a key satellite town in Auckland). This could also result in stronger connections developing between Warkworth and Wellsford. Both scenarios may result in more diverse communities of interest and/or stronger communities of interest in North Rodney. Perceptually this may add or detract from a sense of belonging to a common area depending on individual needs and preferences.

Rodney

South Rodney shares similar characteristics and linkages to North Rodney. There are generally no significant physical boundaries between the four main areas in Rodney, Kumeu is also adjoined to Kaipara Harbour, land use is predominantly for rural purposes, at least three of the areas share a common border with the other, there are direct and indirect road linkages linking all four areas, there are key or emerging towns in each of the four areas, they play sport together, there is a similar demographic (although South Rodney has a larger and younger population and Dairy Flat is more ethnically diverse) and there is a history of common local governance arrangements since 1876. Perceptually, these similarities may add to the sense of a common Rodney identity.

However, as is the case with North Rodney, the Kumeu and Dairy Flat areas are both fairly self-sufficient when it comes to fulfilling basic needs (e.g. public services are generally accessible in each of the main local government subdivision areas although there is no service centre in Dairy Flat so residents need to visit service centres in Kumeu or the Hibiscus Coast and Bays area in wider Auckland). There are also no public transport services and limited private services linking Kumeu and Dairy Flats or South Rodney and North Rodney even though there are roads and highways that connect them. These factors suggest the overall connection between the two subdivisions in South Rodney as well as South Rodney and North Rodney are not strong. Further, both areas in South Rodney tend to be more reliant on wider Auckland than each other or the North Rodney area when it comes to accessing broader needs and preferences.

These findings are supported by retail expenditure and travel to work flows. In regards to retail expenditure data, this shows there is very little retail expenditure between North Rodney and South Rodney and South Rodney residents are more likely to do their retail shopping in wider Auckland than North Rodney (e.g. North Rodney spent 11 per cent in South Rodney and South Rodney spent only 1.4 per cent in North Rodney; and South Rodney residents spent around the same amount in South Rodney as they did in wider Auckland). In regards to travel to work data, residents in all four subdivisions are more likely to work in their own area or travel to wider Auckland for work than other parts of Rodney (e.g. 39 per cent of Kumeu residents worked in Kumeu, 59.7 per cent in wider Auckland and only 1.2 per cent in other parts of Rodney). Functionally, both sets of data shows people in South Rodney have strong connections with their immediate area and wider Auckland but weak connections with each other and the wider North Rodney area. That said, the higher retail expenditure in South Rodney by North Rodney in the year ending March 2017 (e.g. 11 per cent compared to 1 per cent) shows the connection is stronger north to south than vice versa.

As was the case with North Rodney, planned growth in both Kumeu and Dairy Flat may lead to more diverse and/or self-contained communities developing in South Rodney. This may also result in more diverse communities of interest and/or stronger communities of interest in South Rodney and Rodney. Perceptually this may add or detract from a sense of belonging to a common area depending on individual needs and preferences.

Wider Auckland

There are generally no physical boundaries separating Rodney from wider Auckland and the two areas adjoin the Hauraki Gulf. The two areas are otherwise primarily linked through political and functional connections. Functionally, this reflects Rodney reliance on wider Auckland for access to important infrastructure and services they cannot access in their own areas (e.g. hospitals, transport connections, courts, universities, professional groups and some sporting competitions). Politically, many iwi groups in Rodney tend to span across all of Auckland (and even wider in some cases). Likewise, rural produce from Rodney is sold in wider Auckland and residents of wider Auckland visit areas in Rodney for recreational purposes. Perceptually, these connections combined are likely to add to the sense of a shared identity between Rodney and wider Auckland.

These findings are supported by retail expenditure and travel to work data. This data shows that the second highest source of expenditure by Rodney residents combined was in wider Auckland (e.g. Rodney residents spent 44 per cent or \$575 million in wider Auckland) and many Rodney residents (especially South Rodney residents) work in wider Auckland. Advancements in technology, planned growth in parts of Rodney (i.e. Warkworth, Kumeu and Dairy Flat) and improved major transport links between Rodney and wider Auckland are likely to continue to strengthen the sense of a Rodney and wider Auckland identity in the future. These connections are consistent with current local government arrangements which show increased integration between Rodney and wider Auckland since regional relations were established in 1957.

On the other hand there are also differences between Rodney and wider Auckland. In particular, Rodney is a predominantly rural area and Auckland as a whole is demographically different (e.g. Auckland is more ethnically diverse, younger and has a denser population in its urban areas). Perceptually, these factors combined may detract from the sense of a shared identity between Rodney and wider Auckland for some Rodney residents.

7 Conclusion

There are many communities of interest in Rodney. While this reflects elements of a common North Rodney and broader Rodney identity, the communities of interest to which they relate are not strong nor are they necessarily exclusive to those areas. Rather, these communities of interest vary and overlap with surrounding areas particularly wider Auckland.

There are many connections between residents of Kaipara District and the Wellsford local government subdivision area in Rodney (e.g. they have similar demographics, play in the same competitions for some sports, are rural focussed and both areas adjoin Kaipara Harbour and the Hauraki Gulf). While this may add to a sense of strong communities of interest for some people, in practice, Wellsford residents do not tend to shop or work in the Kaipara area and vice versa. It follows that while communities of interest exist between these areas, they are not strong when functional connections are considered.

Wellsford and Warkworth residents (referred to as North Rodney in this study) have similar connections to the Wellsford Kaipara residents outlined above but have stronger functional connections (e.g. Wellsford residents are much more likely to shop and work in the Warkworth area than the Kaipara area). This suggests there are stronger North Rodney communities of interest than there are in the Wellsford Kaipara area.

While communities of interest are stronger in North Rodney than in the Wellsford Kaipara area, these communities of interest are not necessarily strong in their own right. This is mainly because residents in both Wellsford and Warkworth are fairly self-sufficient when it comes to fulfilling their basic day to day needs in their own areas and the functional connections that do exist are generally one way (e.g. Wellsford residents are much more likely to shop and work in Warkworth than the other way around). This case is similar to other parts of Rodney (i.e. the local government subdivisions of Kumeu and Dairy Flat referred to as South Rodney in this study).

Further to this, the communities of interest in North Rodney and South Rodney overlap with wider Auckland. This reflects the historic reliance residents of Rodney have on wider Auckland for fulfilling their broader needs and preferences. This includes access to shopping, travel, recreation and work opportunities, as well as some essential public services (e.g. hospitals and health specialists, courts, universities, big-ticket retail, sport leagues, professional groups and transport connections). In many cases, these functional connections between all four areas of Rodney and wider Auckland tend to be stronger than the connections that exist between the four areas.

Ongoing improvements to transport and technology along with expected medium to high growth in these areas of Rodney mean the connections between Rodney and wider Auckland will continue to evolve and grow stronger. This is also likely to result in stronger communities of interest between each of these four areas.

Appendix A: Background

8 The role of the Local Government Commission

The Local Government Commission is an independent statutory body with two main roles under the Local Government Act 2002 (the Act):

- It makes decisions in relation to how local authorities should be structured in response to reorganisation applications for change by any person, body or group.
- It makes determinations where an appeal has been made against council decisions on representation arrangements.

The Commission also has a role in promoting good practice in local government. It places great emphasis on working collaboratively with communities and councils to develop local solutions to local government issues.

9 Auckland reorganisation process

9.1. The original application and alternative proposals

The Commission is undertaking an Auckland reorganisation process following an original application from NAG proposing a unitary authority for North Rodney separate from Auckland Council; and an alternative application from Our Waiheke proposing a unitary authority for Waiheke Island separate from Auckland Council.

Under the Act the Commission must publicly call for alternative applications once it has agreed to assess a proposal for local government reorganisation. The alternative applications process was open from 14 April to 24 June 2016. The Commission received 39 alternative proposals in total.¹⁷

9.2. Community engagement programme

The Commission ran a community engagement programme from September to December 2016 to provide the Auckland community, particularly people from Rodney and Waiheke, with an opportunity to discuss the applications and give feedback on local government arrangements and performance in Auckland.

The engagement programme revealed many people think improvements could be made to local government arrangements in Auckland to reflect the local needs of more isolated and/or rural areas in Auckland. However, there is a wide variety of views about what the problems are, what improvements are needed and how they could be attained (refer to 'Summary of feedback – Community engagement: Local government in Auckland' for further information).

¹⁷ Includes the revised application by the Northern Action Group; the application from Our Waiheke; and an application from David Hay.

9.3. Reasonably practicable options

Under section 11, Schedule 3 of the Act, the next phase of the reorganisation process is to identify the reasonably practicable options for Auckland reorganisation. If there are two or more reasonably practicable options, then the Commission must decide on its preferred option. Under the Act, the status quo must be included as a reasonably practicable option.

Under section 11(5), Schedule 3 of the Act, to be considered a reasonably practicable option under the Act the Commission must be satisfied that any local authority proposed to be established or changed will:

- (a) have the resources necessary to enable it to carry out effectively its responsibilities, duties and powers;
- (b) have a district or region that is appropriate for the efficient performance of its role;
- (c) contain within its district one or more communities of interest, but only if they are distinct communities of interest; and
- (d) in the case of a regional council or unitary authority, enable catchment-based flooding and water management issues to be dealt with effectively.

Under section 11(6a), Schedule 3 of the Act, in the case of a local board reorganisation, to be considered a 'reasonably practicable option the Commission must be satisfied that the proposed governance arrangements will:

- enable democratic local decision making by, and on behalf of, communities throughout the affected area; and
- provide fair and effective representation for individuals and communities throughout the affected area; and
- enable equitable provision to be made for the current and future well-being of all the communities within the affected area.

9.4. Long-list options assessment

To determine the reasonably practicable options for Auckland reorganisation, the Commission identified a long-list of options for assessment against the legislative criteria under clause 11(5)(a)(b) and (d) of Schedule 3 of the Act (as outlined in the previous section). These options were informed by the original application, other proposals received during the alternative application phase, feedback from the community engagement programme, and the Commission's knowledge of typical local government arrangements.

These options and their connections to the areas in scope of the communities of interest studies under clause 11(5)(c) of Schedule 3 of the Act are provided in Table 3. This study only considers the Rodney related area (as shaded below). The Waiheke related areas are considered as part of a separate study on the Waiheke area.

Table 3: Long-list options and corresponding areas in scope

Long-list option for financial analysis	Communities of interest areas in scope
Status quo	Considers wider Auckland only as it relates to the areas in scope.
Two local boards for Rodney	Includes the current Rodney local government subdivisions of Wellsford, Warkworth, Kumeu and Dairy Flats. This area is referred to as Rodney .
Move northern Auckland Council boundary southwards	Includes the current Rodney local government subdivision of Wellsford and the Kaipara District Council in the Northland Regional Council area. This area is referred to as Wellsford and Kaipara .
North Rodney Unitary Authority	Includes the current Rodney local government subdivisions of Wellsford & Warkworth. This area is referred to as North Rodney .
Waiheke Unitary Authority	Includes Waiheke Island. This area is referred to as Waiheke . Other islands in the Waiheke Local Board area, including Rakino, are not directly in scope but may be considered as part of wider Auckland and/or in follow up studies
North Rodney District Council (with Auckland Council providing the regional council functions) ¹⁸	Includes the current Rodney local government subdivisions of Wellsford & Warkworth. This area is referred to as North Rodney .
Waiheke District Council (with Auckland Council providing the regional council functions) ¹⁹	Includes Waiheke Island. This area is referred to as Waiheke . Other islands in the Waiheke Local Board area, including Rakino, are not directly in scope but may be considered as part of wider Auckland and/or in follow up studies

¹⁸ This option requires legislative changes that enable a unitary council to provide regional functions to a territorial authority. Changes to the Local Government Act 2002 Amendment Bill (No 2) currently before Parliament may make this possible. This option may still be constrained by other technicalities. Consideration of these issues is not in scope of this paper.

¹⁹ As per footnote 18

9.5. Communities of interest study

This communities of interest study provides an assessment of the long-list options against under clause 11(5)(c) of Schedule 3 of the Act. This requires the Commission to be satisfied that any local authority proposed to be established or changed will “contain within its district one or more communities of interest, but only if they are distinct communities of interest”.

When considering the communities of interest, the Commission may have regard to:²⁰

- the area of impact of the responsibilities, duties, and powers of the local authorities concerned;
- the area of benefit of services provided;
- the likely effects on a local authority of the exclusion of any area from its district or region;
- any other matters that it considers appropriate.

9.6. Other assessments

The community of interest study will be considered along with other assessments the Commission is doing to identify the reasonably practicable options for Auckland reorganisation under clause 11(5)(a)(b) and (d) of the Act. This includes a financial assessment of each long-list option by an independent consultant (refer to ‘*Auckland reorganisation process: long-list options assessment*’ by Morrison Low for further information).

9.7. Next steps

The next step is for the Commission to consider the various assessments (including this Study) so that they can determine the reasonably practicable options for Auckland reorganisation. If the Commission determines there are no reasonably practicable options other than the status quo, then the reorganisation process will end.

If the Commission identifies more than one reasonably practicable option, then it must decide on its preferred option.

If the preferred option is the status quo then the reorganisation process will end.

If the preferred option is not the status quo then the Commission will develop a draft proposal for public consultation.

The Commission expects to make its decision in the second half of 2017.

²⁰ These criteria are outlined in section 11(6)(a)(b)(c) and (d) of the Local Government Act (2002).

Appendix B: Information sources

Sub-dimension	Information source(s)
Historical governance arrangements	<ul style="list-style-type: none"> • Draft reorganisation scheme for Auckland, Local Government Commission, December 1988 • Final reorganisation scheme for Auckland, Local Government Commission, June 1989 • Draft reorganisation scheme for Northland, Local Government Commission, December 1988 • Final reorganisation scheme for Northland, Local Government Commission, June 1989 • Royal Commission on Auckland Governance Report, Royal Commission on Auckland Governance, March 2009 • Making Auckland Greater: The Government's decisions on Auckland Governance, April 2009 • Auckland Governance Arrangements: Determinations of Wards, Local Boards and Boundaries for Auckland, Local Government Commission, March 2010 • The Evolution of Local Government Areas in Metropolitan Auckland 1840-1971, G.T. Bloomfield, 1973
Current governance arrangements	<ul style="list-style-type: none"> • Electoral Commission website • Te Kahui Mangai (Directory of Iwi and Māori organisations by Te Puni Kōkiri)
Geography	<ul style="list-style-type: none"> • Geomapspublic (Auckland Council website) • Google maps • Section D, <i>The Auckland Plan</i>, Auckland Council, June 2012 • Northland Regional Council website • Kaipara District Council website
Land use	<ul style="list-style-type: none"> • <i>Auckland Council District Plan – Hauraki Gulf Islands Section</i>, Auckland Council, September 2013 • Chapter 9, <i>The Auckland Plan</i>, Auckland Council, June 2012 • <i>Kaipara District Plan</i>, Kaipara District Council, November 2013 • Statistics New Zealand website • <i>New Zealand's Greenhouse Gas Inventory 1990-2015</i>, Ministry for the Environment, May 2017
Demographics	<ul style="list-style-type: none"> • Statistics New Zealand website • <i>Rodney Local Board Profile – initial results from the 2013 Census</i>, Auckland Council, February 2014 • Desktop search

Local economy	<ul style="list-style-type: none"> • Section B and Chapter 9, <i>The Auckland Plan</i>, Auckland Council, June 2012 • <i>Auckland Annual Economic Profile</i>, Infometrics, 2016 • <i>Rodney Annual Economic Profile</i>, Infometrics 2016 • <i>Puhoi to Pakiri Visitor Strategy Research Programme: Visitor, business and community surveys</i>, NZ Tourism Research Institute, Auckland University of Technology, July 2011 • Desktop search
Core infrastructure	<ul style="list-style-type: none"> • <i>Asset Management Plan: Water Supply</i>, Kaipara District Council, June 2015 • <i>Asset Management Plan: Wastewater</i>, Kaipara District Council, June 2015 • <i>Asset Management Plan 2016-36</i>, Watercare, July 2016 • Chapter 9, <i>The Auckland Plan</i>, Auckland Council, June 2012 • <i>Auckland Regional Land Transport Plan 2015-18</i>, Auckland Transport, 2015 • Auckland Transport website • National Broadband Map, www.broadbandmap.nz • Desktop search
Public services (local and central)	<ul style="list-style-type: none"> • Kaipara District Council website • Northland Regional Council website • Auckland Council website • Auckland Transport website • Auckland District Health Board (DHB) website • Waitemata DHB website • Northland DHB website • Ministry of Social Development websites (including Work and Income New Zealand) • Ministry of Education websites (including the Education Counts website) • New Zealand Police website • New Zealand Fire Service website • Ministry of Justice website • Desktop search

Flow of people, goods and services	<ul style="list-style-type: none"> • Chapter 9, <i>The Auckland Plan</i>, Auckland Council, June 2012 • MarketView data • <i>Commuting patterns in Auckland: Trends from the Census of Population and Dwellings 2006-2013</i>, Statistics New Zealand, 2014 • 2013 Census Commuter View, Statistics New Zealand • Kiwirail • Desktop search
Culture, community and sport	<ul style="list-style-type: none"> • Auckland Council website • NZME (NZ Herald) • Nielsen Consumer and Media Insights (CMI) • Fairfax Media website • North South Multi Media Ltd. website • Facebook • Desktop search

