

**7.4 LATE REPORT: STATUTORY REVIEW OF CITY OF VINCENT'S WARDS AND REPRESENTATION**

**TRIM Ref:** D18/160473  
**Author:** Meluka Bancroft, A/Manager Governance and Risk  
**Authoriser:** Kerryn Batten, Director Corporate Services  
**Attachments:** 1. Community consultation discussion paper  
2. Map of current ward boundaries

**RECOMMENDATION:****That Council:**

1. **NOTES** that eight years has elapsed since the City of Vincent last undertook a review of its ward boundaries and ward representation, and therefore in accordance with clause 6.1 of Schedule 2.2 of the *Local Government Act 1995* the City is required to undertake a review this calendar year.
2. **AUTHORISES** the Chief Executive Officer pursuant to clause 7 of schedule 2.2 of the *Local Government Act 1995* to provide local public notice advising that:
  - (a) a review is being carried out; and
  - (b) that submissions may be received up to six weeks after the notice is first given;prior to undertaking the review as set out in 1. above.
3. **RELEASES** for public consultation the Discussion Paper titled 'Review of The City's Wards and Representation' (Attachment 1), for the purposes of providing local public notice in accordance with 2. above; and
4. **NOTES** that the Chief Executive Officer will present the outcomes of the review at the Ordinary Meeting of Council scheduled for 5 March 2019 for endorsement.

**PURPOSE OF REPORT:**

To advise Council that a statutory review of the City's wards and representation will be undertaken in accordance with schedule 2.2 of the *Local Government Act 1995* (Act).

**BACKGROUND:**

Administration presented this item at the Ordinary Meeting of Council held on 16 October 2018, and Council resolved to defer the item. As requested by Council, the City's consultant, Conway Highbury, conducted a workshop with Council Members on 30 October 2018. Following this workshop, the Discussion Paper has been updated to include further examples of ward and representation changes to provoke discussion and encourage submissions and comments from the community.

The background to the ward and representation review as presented to Council at the 16 October 2018 Ordinary Meeting of Council is set out below.

A local government's ward and representation requirements are set out in the Act. The key requirements are:

- a council must comprise of no fewer than six and no more than 15 elected members including a Mayor elected at large (section 2.17 of the Act); and
- a district (local government area) can be divided into wards (section 2.2 of the Act).

Clause 6(1) of Schedule 2.2 to the Act provides that a local government that has a ward system is required to carry out reviews of:

- (a) its ward boundaries; and
- (b) the number of offices of council members for each ward,

from time to time so that not more than eight years elapse between successive reviews.

The last review of the City of Vincent's wards and representation was conducted between October and December 2010. Therefore the City is required to conduct a review of its wards and representation this year. The outcome of the 2010 review was (as approved by Council by an absolute majority at the Ordinary Meeting of Council held on 21 December 2010):

- that the Town (now City) retain the two current wards (North and South); and
- Councillor representation remain unchanged as four Councillors for the North and South wards each.

The City's current ward and representation structure is set out in the table below, which includes the deviation from the median number of electors for each ward.

Ward	Number of Electors	No. Councillors	Electors to Councillor Ratio	% deviation from district average
North	11,143	4	2,786	-5.77%
South	12,507	4	3,127	5.76%
<b>TOTAL</b>	<b>23,650</b>	<b>8</b>	<b>2,956</b>	

A plan showing the ward boundary in relation to the suburbs is attached at **Attachment 2**.

The statutory ward and representation review is listed as item 6.10 in the City's Corporate Business Plan 2018/19 – 2021/22. The City has allocated \$20,000 in the 2018/19 financial year for the review.

#### DETAILS:

The review process and associated deadlines are as follows:

Date	Item	Action
30 Oct 2018	Council Workshop	Discuss statutory review process and ward / representation options
13 Nov 2018	Council Meeting	Seek Council approval to initiate review and provide local public notice of review
17 Nov 2018	Provide public notice of review	Notice provided and submissions invited for 11 weeks
2 Feb 2019	Submission period closes	Consultant reviews submissions / public comments and provides a discussion paper recommending ward and representation changes (if any)
12 Feb 2019	Council Workshop	Council to consider results of community consultation and any changes to wards and representation, as recommended by consultant
5 March 2019	Council Meeting	Council to approve any changes to the wards and representation, as recommended by the consultant
Mid March 2019	Notify LGAB of outcome of review	City to notify LGAB of outcome of review. If changes recommended LGAB makes recommendation to Minister

Administration notes that the Local Government Advisory Board's (LGAB's) deadline for receiving notice of the review and requests for any changes to wards or representation is 31 January 2019. Administration has advised the LGAB that it is extending its community consultation to 2 February 2019, to account for late December and much of January being a "quiet period" for consultation, and therefore the outcome of the review will be considered by Council at its March Ordinary Meeting of Council, which means the LGAB will not be advised of the outcome of the review until mid March 2019. The LGAB has confirmed that if Council requests any changes to its wards or representation, **it cannot guarantee that these changes will be implemented prior to the 2019 local government elections** (scheduled for October 2019). This may mean that the existing ward and representation system applies at the time of the local government elections, and the changes as requested by Council are implemented following the October elections.

Conway Highbury in consultation with the City has prepared a discussion paper, attached at **Attachment 1**, detailing the review process, current ward and representation system and examples of ward and representation change. The examples for change are provided only as suggestions to provoke discussion and are not intended to be all encompassing or to restrict options. In providing public notice of the review the public will be invited to consider the appropriateness and effectiveness of the current ward and representation structure, and suggest any options for change.

### **CONSULTATION/ADVERTISING:**

Clause 7 of schedule 2.2 to the Act requires that the City provides local public notice of the review. This local public notice is to be:

- published in a newspaper circulating generally throughout the district;
- exhibited to the public on a notice board at the local government's offices; and
- exhibited to the public on a notice board at every local government library in the district.

The City's Community Consultation Policy No. 4.1.5 Appendix 1 provides that in addition to the statutory local public notice requirement, notice must be provided on the City's website and via letters to businesses and community groups. Administration confirms that notice will be provided on the City's website and social media platforms and email notices will be sent to all people registered for [imagine.vincent.wa.gov.au](http://imagine.vincent.wa.gov.au) and via the City's e-newsletter.

Local public notice of the review will be provided on 17 November 2018, with submissions being invited for a period in excess of 11 weeks, closing at 9am on 2 February 2019.

Local public notice will be provided by the following methods:

- Public notice advertisements in the 17 November 2018 and 19 January 2019 editions of the West Australian, 17 November 2018 and 19 January 2019 editions of The Perth Voice, the 20 November 2018 and 22 January 2019 editions of the Guardian Express Newspaper;
- Public notice on the digital screen located at the City of Vincent Administration building and the public notice board at the City of Vincent library between 17 November 2018 and 2 February 2019;
- Public notice advertisement on the City's website and social media platforms between 17 November 2018 and 2 February 2019;
- Submission / comment forum on the City's EHQ webpage from 17 November 2018 to 2 February 2019;
- Email notices to all people registered for [imagine.vincent.wa.gov.au](http://imagine.vincent.wa.gov.au) and / or the City's e-newsletter;
- Email notices to relevant special interest groups, including the Town Teams; and
- Public notice advertisement included in the October and November City e-newsletter.

### **LEGAL/POLICY:**

Section 2.2 and schedule 2.2 of the Act set out the requirements for local government wards and representation and the review process. The City's Community Consultation Policy No. 4.1.5 Appendix 1 includes additional consultation requirements for a ward review. Administration will comply with the statutory and policy requirements by providing public notice as detailed above.

### **RISK MANAGEMENT IMPLICATIONS:**

Medium Risk      The City is required by statute to complete this review in 2018 and to provide notice of the outcome of the review to the LGAB in 2019 (prior to 31 January 2019 in order for any changes to be implemented prior to the 2019 elections). The City will not meet the 31 January 2019 deadline, which means the LGAB is unable to guarantee that any changes requested (if any) will be implemented prior to the local government elections scheduled for October 2019. Administration will update the LGAB during the review process so that the LGAB is aware of whether changes are likely.

**STRATEGIC IMPLICATIONS:**

The review aligns with the City's Corporate Business Plan 2018/19 – 2021/22 as follows:

"6.10 Ward Review

*Carry out a Ward Review as required by the Local Government Act 1996 (Schedule 2.2, Clause 6)."*

**SUSTAINABILITY IMPLICATIONS:**

N/A

**FINANCIAL/BUDGET IMPLICATIONS:**

The City has allocated \$20,000 towards this review. The City has engaged Conway Highbury to conduct the review on the City's behalf for a fee of \$4,125 including GST. The City will also incur costs through the community consultation period. It is predicted that the cost of the review will be within the allocated \$20,000.

**COMMENTS:**

The City is required by the Act to conduct the review this year. Therefore it is recommended that Council authorises the Chief Executive Officer to provide public notice of the review on 17 November 2018, with submissions invited until 2 February 2019. This will enable the review to be conducted in February 2019. While this means the City will not meet the LGAB's 31 January 2019 deadline for receiving notice of reviews, Administration will liaise with the LGAB throughout the review process in an attempt to ensure the LGAB has adequate notice of the City's review and is in the best position to action any changes (if any). Administration notes that the LGAB cannot guarantee that any changes will be implemented prior to the 2019 local government elections, which are scheduled for October 2019.



CITY OF VINCENT

## DISCUSSION PAPER

# REVIEW OF CITY'S WARDS AND REPRESENTATION

*Prepared by City of Vincent*

*The City invites you to consider the appropriateness and effectiveness of its current ward system and suggest options for change. Details of the current ward system, the review process and to assist with feedback, examples that show possible options for change are set out in this paper.*

*Please contact Meluka Bancroft, A/Manager Governance & Risk on 9273 6038 or [meluka.bancroft@vincent.wa.gov.au](mailto:meluka.bancroft@vincent.wa.gov.au) for more information.*

*Submissions must be received by 9am Saturday 2 February 2019.*

*Please email your submission to [mail@vincent.wa.gov.au](mailto:mail@vincent.wa.gov.au) and title 'Ward review'*

*Submissions can also be hand delivered or posted to the City:  
244 Vincent Street (cnr Loftus Street) Leederville, Western Australia  
PO Box 82 Leederville 6902 WA*

**1. Summary of statutory requirements and review process**

A local government's ward and representation requirements are set out in the *Local Government Act 1995 (Act)*. The key requirements are:

- a council must comprise of no fewer than six and no more than 15 elected members including a Mayor elected at large (section 2.17); and
- a district (local government area) can be divided into wards (section 2.2).

Clause 6 of Schedule 2.2 to the Act provides that a local government that has a ward system is required to carry out reviews of:

- (a) its ward boundaries; and
- (b) the number of offices of councillor for each ward,

from time to time so that not more than eight years elapse between successive reviews.

The last review of the City of Vincent's wards and representation was conducted in 2010. Therefore the City is required to conduct a review of its wards and representation this year.

Prior to conducting the review the City must provide at least six weeks local public notice that a review will be carried out. The purpose of the local public notice is to inform the community of the proposed review and invite comments and submissions which will inform the review process. The public is invited to consider the appropriateness and effectiveness of the City's current ward system and suggest options for ward and representation change, and the local government can facilitate this by providing some examples of ward and representation change as suggestions. Examples could include:

- Creating new wards in a district already divided into wards;
- Changing the boundaries of a ward;
- Abolishing any or all of the wards into which a district is divided;
- Changing the name of a district or a ward;
- Changing the number of offices of councillor on a council; and
- Specifying or changing the number of offices of councillor for a ward.

**The local government cannot constrain the public to certain options, and must consider all options put forward by the public.** Upon receiving the public comments, the City will conduct a review, taking into account the public comments and with regard to the factors set out below:

<i>Community Interest</i>	<ul style="list-style-type: none"> <li>• Sense of community identity and belonging, similarities in the characteristics of the residents of a community and similarities in the economic activities</li> <li>• Dependence on the shared facilities in an area as reflected in catchment areas of local schools and sporting teams, or the circulation areas of local newspapers</li> <li>• Neighborhoods, suburbs and towns are important units in the physical, historical and social infrastructure and often generate a feeling of community and belonging</li> </ul>
<i>Physical and topographical features</i>	<ul style="list-style-type: none"> <li>• These may be natural or man-made features that will vary from area to area. Water features such as rivers and catchment boundaries may be relevant considerations</li> <li>• Coastal plain and foothills regions, parks and reserves may be relevant as may other man made features such as railway lines</li> </ul>

	and freeways
<i>Demographic trends</i>	<ul style="list-style-type: none"> <li>• Characteristics of human populations, such as population size, and its distribution by age, sex, occupation and location provide important demographic information</li> <li>• Current and projected population characteristics will be relevant as well as similarities and differences between areas within the local government</li> </ul>
<i>Economic factors</i>	<ul style="list-style-type: none"> <li>• Any factor that reflects the character of economic activities and resources in the area</li> <li>• This includes the industries that occur in a local government area (or the release of land for these) and the distribution of community assets and infrastructure such as road networks</li> </ul>
<i>Ratio of councillors to electors</i>	<ul style="list-style-type: none"> <li>• The ratio of councillors to electors is particularly significant - it is expected that each local government will have similar ratios of electors to councillors across its wards</li> <li>• The Local Government Advisory Board (<b>LGAB</b>) will not support deviations of more than plus or minus 10% of the average ratio of councillors to electors between wards</li> </ul>

After completing the review, the local government must make a recommendation to the LGAB. The LGAB's role is to determine if the local government properly considered all relevant factors, and make a recommendation to the Minister for Local Government, who may accept or reject the Board's recommendation.

If the local government has requested changes to its ward and representation and the Minister approves the request, these changes will come into effect at the next council elections. The next council elections are scheduled for October 2019.

## **2. Analysis of current wards & representation**

The City has two wards, North and South. Each ward is represented by 4 councillors who serve a four year term each. The City is also represented by a Mayor who is elected by the electors (at large). Two councillors are elected for each ward at each local government election, with elections occurring every second year. The City currently has 23,650 electors (WA Electoral Commission September 2018 data), with an average ratio of 2,956 electors per councillor.

The City's current wards and representation model has been analysed in reference to the five factors discussed above.

### ***Community of interest***

The City is relatively compact, being 11.3 square kilometres in size.

The localities of Leederville and North Perth are split between the North and South wards at present. Suburb boundaries do not generally follow any particular pattern and tend to simply be a reflection of the pace of development at the time of their creation.

There are five (5) town centres in the City, being:

- Mt Hawthorn – which includes the commercial areas around Scarborough Beach Road and Oxford St;
- Mt Lawley – Beaufort St;
- Leederville – Vincent/Oxford Sts area,

- North Perth – Angove St/ Fitzgerald St; and
- Perth (William Street)

The communities of North Perth and Mount Hawthorn also tend to identify strongly with the locality (suburb).

#### **Physical and topographic features**

Other than transport thoroughfares such as Charles St, Vincent St, the Perth-Midland rail line, and Fitzgerald St, the Town has few physical or topographic features that could realistically be used to determine where ward boundaries could be.

#### **Demographic trends**

Population growth is forecast in localities in both of the current wards of the City. The City's population (which tends to also drive changes in elector numbers) to the year 2036 (see <https://forecast.id.com.au/vincent/population-summary>) is forecast to be 51,726 broken down as follows:

Population summary							
City of Vincent	Forecast year					Change between 2016 and 2036	
Area	2016	2021	2026	2031	2036	Total change	Avg. annual % change
City of Vincent	35,592	40,487	44,443	48,244	51,726	+16,134	+1.89
East Perth - Claisebrook	1,225	1,649	2,366	3,031	3,441	+2,216	+5.30
Highgate	2,543	2,665	2,801	2,926	3,033	+490	+0.88
Leederville	3,281	3,812	4,434	4,968	5,539	+2,258	+2.65
Mount Hawthorn	7,876	8,203	8,545	8,910	9,322	+1,446	+0.85
Mount Lawley	3,343	3,681	3,872	4,048	4,238	+895	+1.19
North Perth	9,187	10,459	11,202	11,968	12,709	+3,522	+1.64
Perth	5,764	6,858	7,588	8,283	8,951	+3,187	+2.22
West Perth	2,373	3,160	3,635	4,111	4,493	+2,120	+3.24

Growth in the City is expected in a number of areas, but higher rates forecast for localities in the present South ward for the period to 2026 (the period by when the City will need to undertake another review). If this occurs, the present South ward may be under represented and the present North ward over represented. The reliability of the forecasts can be considered closer to the next ward boundary review.

#### **Economic factors**

The current ward boundaries do not reflect economic activities. Aligning ward boundaries and representation with economic activities is not considered relevant to the City due to the homogenous nature of economic activities across wards.

#### **Ratio of councillors to electors**

As at September 2018 the ratio of electors per councillor are:

Ward	Electors	Councillors	Ratio	Percentage deviation from average
North	11,143	4	2,786	-5.77%
South	12,507	4	3,127	5.76%
Totals or	23,650	8	2,956	

average				
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This indicates that the North ward is slightly over represented, although both ward ratios are within the upper and lower limits considered appropriate by the LGAB.

### **3. Examples of ward and representation options for change**

The City has put forward a number of examples for ward and representation change to provoke discussion and encourage submissions and comments.

Please note that these examples are provided for discussion purposes only and are not intended to be all encompassing or to indicate which options would be supported by the City. Members of the community are invited to provide any options for change to the City for consideration as part of the ward and representation review process.

#### ***Example 1 – no change***

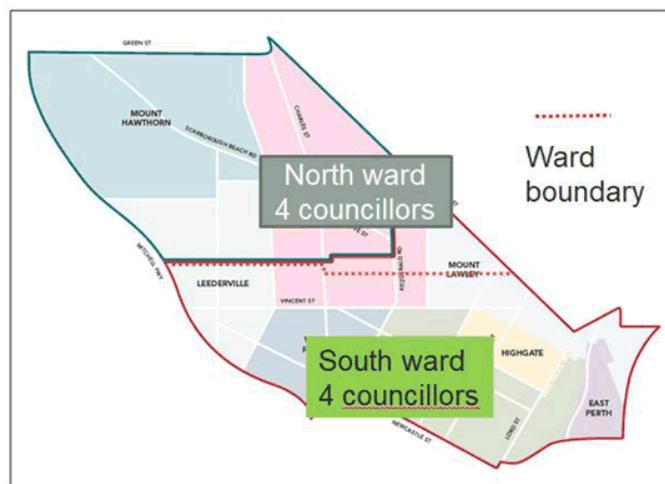
Ward boundaries could simply remain as they are. Ratios of electors to councillors are reasonably close, and therefore it is not necessary for any changes to the wards or representation.

Some possible advantages and disadvantages of this example are:

Pluses	Minuses
The current system complies with the required criteria	Localities (suburbs) are split between wards
If it's not broken, don't fix it	Doesn't deal with possible effect of future growth in southern parts of City

#### ***Example 2 – move a part of North Perth presently in the South ward to the North ward***

Under this example, the City retains 2 wards, with 4 councillors per ward. The boundary is along Bourke St as at present. The area of North Perth and Mt Lawley north of Alma Rd is moved to North ward:



It results in the following ratios of councillors to electors:

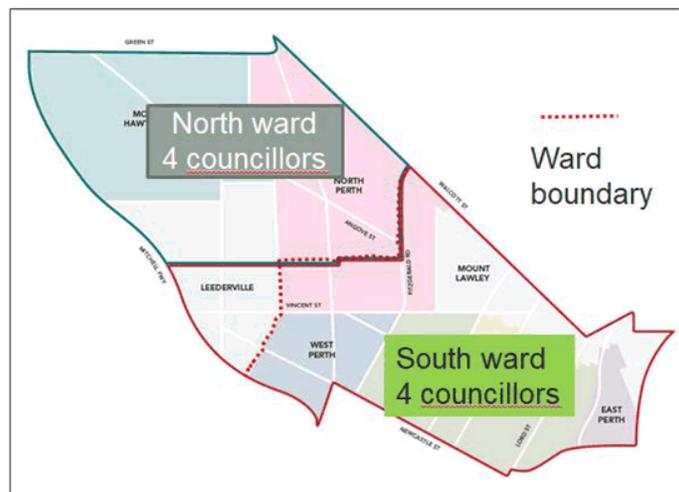
Ward	Electors	Councillors	Ratio	% deviation from average
North	12,798	4	3,199	8.22%
South	10,852	4	2,713	-8.23%
Totals	23,650	8	2,956	

Some possible advantages and disadvantages of this option are:

Pluses	Minuses
Minimal change to current boundaries	North Perth is still split between two wards
Builds in allowance for potential future growth in South ward	Mt Lawley is split between two wards
North Perth Town Centre is wholly within North ward (at present it is split between wards)	

**Example 3 – move the part of Leederville presently in the South ward to the North ward**

Although within allowable tolerances, the present ratio of councillors to electors shows a slight over representation of the North ward and slight under representation of the South ward. This could be improved by moving the part of Leederville presently in the South ward to the North ward:



It results in the following ratios of councillors to electors:

Ward	Electors	Councillors	Ratio	% deviation from average
North	12,004	4	3,001	1.51%
South	11,646	4	2,912	-1.52%
Totals	23,650	8	2,956	

Some possible advantages and disadvantages of this option are:

Pluses	Minuses
The ratio of councillors to electors are improved	North Perth is still split between two wards
This example provides for possible population growth forecast for southern parts of the City	North Perth town centre is split between the two wards
The locality (suburb) of Leederville is located in a single ward	

**Example 4 – increase the number of South ward councillors to five**

Under this example current ward boundaries are maintained. The slight under representation of the South ward could be improved by adding a councillor, which results in the following ratios of councillors to electors:

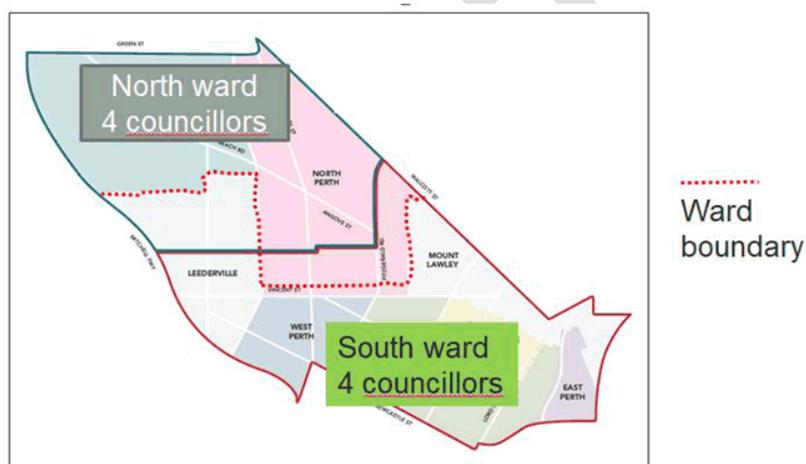
Ward	Electors	Councillors	Ratio	% deviation from average
North	11,143	4	2,786	6.01%
South	12,507	5	2,501	-4.81%
Totals	23,650	9	2,628	

Some possible advantages and disadvantages of this option are:

Pluses	Minuses
Ability to deal with potential population growth in south part of City	Imbalance in number of councillors per ward
Minimal change as current ward boundaries are retained	Results in an even number of members of Council (9 councillors plus Mayor)
	Extra councillor results in extra costs

**Example 5 – Group localities (suburbs) into the same ward; north/ south wards; 8 councillors**

Under this example, the City retains 8 councillors and two wards. North Perth and Mount Hawthorn are placed in one ward, with Leederville, West Perth, Perth, Mount Lawley, Highgate and East Perth the other:



This example results in the following ratios of councillors to electors:

Ward	Electors	Councillors	Ratio	% deviation from average
North	11,960	4	2,990	1.14%
South	11,691	4	2,923	-1.14%
Totals	23,651	8	2,956	

Some possible advantages and disadvantages of this option are:

Pluses	Minuses
Whole localities are placed in each ward	Locality boundaries are indistinct
Communities of interest are grouped together	
North Perth town centre is wholly contained within North ward	

**Example 6 – Group localities (suburbs) into the same ward; east/ west wards; 10 councillors**

Under this example, the City is divided into two wards along east/west lines with whole localities in each ward. Mount Hawthorn, Leederville and West Perth form a west ward, with North Perth, Mount Lawley, Highgate, Perth and East Perth forming an east ward:



Note that in order to achieve as equal as possible ratio of electors per councillor, it is necessary to have an uneven number of councillors per ward. This example results in the following ratios of councillors to electors:

Ward	Electors	Councillors	Ratio	% deviation from average
East	14,530	6	2,422	2.39%
West	9,121	4	2,280	-3.59%
Totals	23,651	10	2,365	

Some possible advantages and disadvantages of this option are:

Pluses	Minuses
Whole localities located in each ward	Imbalance between number of councillors per ward
Communities of interest grouped together	Extra 2 councillors results in extra costs

**Example 7 - no wards**

Under this option, wards are dispensed with altogether. The only variable would be the number of councillors, which are set under the Local Government Act 1995 and can range from 6 to 14.

Based on current elector numbers, the possible number of electors per councillor is:

No. councillors	Electors per councillor
6	3,942
7	3,379

8	2,956
9	2,628
10	2,365
11	2,150
12	1,971
13	1,819
14	1,689

If implemented, there is no requirement for future ward boundary reviews.

The table below summarises the advantages and disadvantages of this example:

Pluses	Minuses
<ul style="list-style-type: none"> <li>• Councillors are elected by the whole community not just a section of it.</li> <li>• Knowledge and interest in all areas of the Council's affairs could broaden the views beyond the immediate concerns of those in a ward.</li> <li>• Social networks and communities of interest are often spread across a local government and councillors can have an overview of these.</li> <li>• The election process is much simpler for the community to understand and administer.</li> <li>• Each voter has the opportunity to express a preference for every candidate for the council election.</li> </ul>	<ul style="list-style-type: none"> <li>• It may be more difficult and costly for candidates to be elected if they need to canvass the whole local government area.</li> <li>• Electors may feel that they are not adequately represented if they don't have an affinity with any of the councillors.</li> <li>• Councillors living in a certain area may have a greater affinity and understanding of the issues specific to that area.</li> <li>• There is potential for an interest group to dominate the Council.</li> <li>• Councillors may feel overwhelmed by having to represent all electors and may not have the time or opportunity to understand and represent all the issues.</li> <li>• May lead to significant communities of interest and points of view being unrepresented or for others to dominate.</li> <li>• Large numbers of candidates might be confusing for voters.</li> <li>• May be difficult for voters to assess the performance of individual Councillors.</li> </ul>

**4. Next steps in review process**

The review process and associated deadlines are as follows:

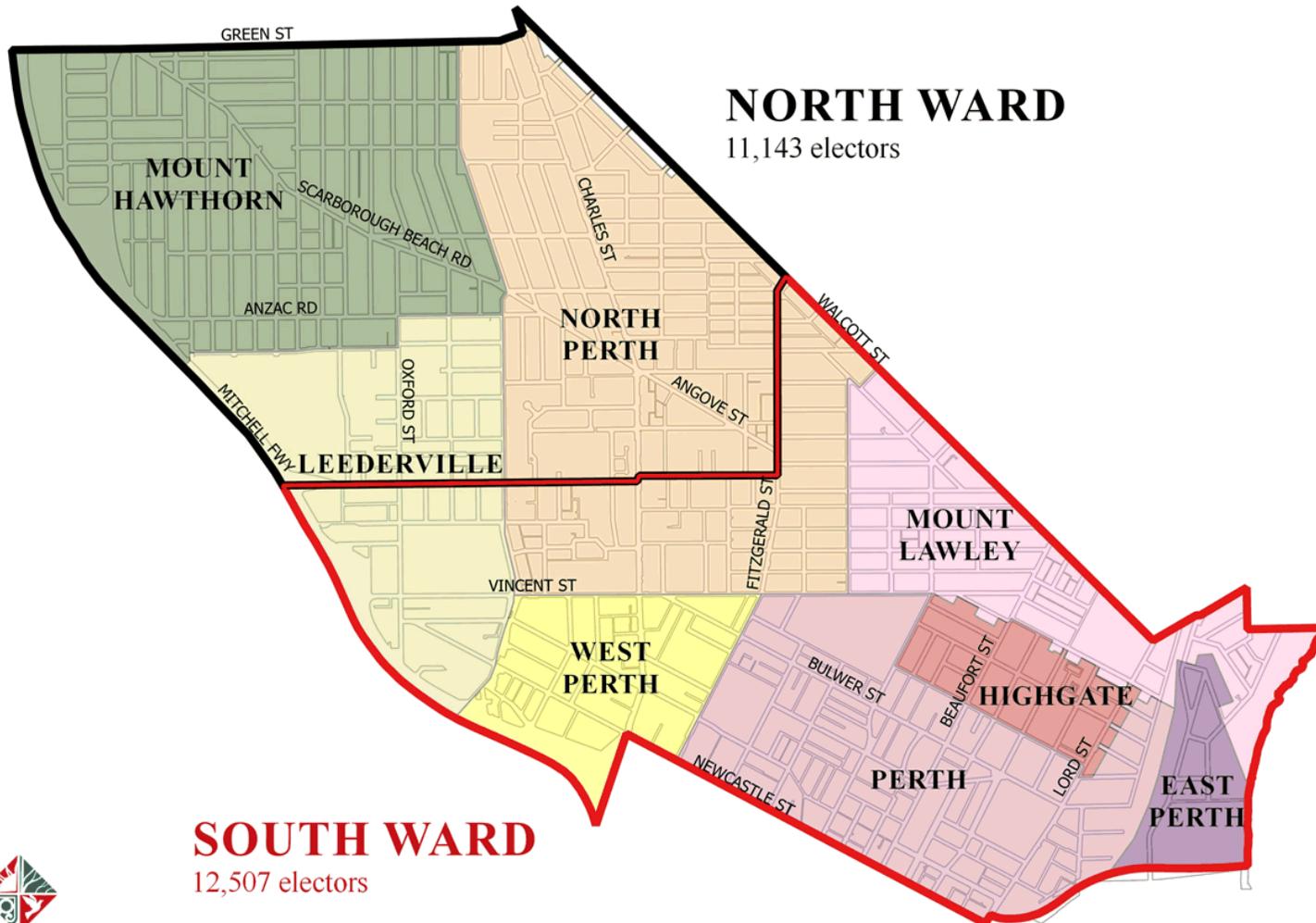
Date	Review process action
17 November 2018	Public notice provided in the West Australian, on the City's website and notice boards and by email to relevant parties and submissions invited for a six week period
9am 2 February 2019	Submissions close

3 – 11 February 2019	Consultant reviews submissions and conducts review of the City's wards and representation
12 February 2019	Consultant presents outcomes of review to Council Members at a Workshop
5 March 2019	Review presented to Council for endorsement at Ordinary Meeting of Council held on 5 March 2019
Mid March 2019	City to notify LGAB of outcome of review
March – October 2019	LGAB to consider City's review process and make a recommendation to Minister in respect to ward or representation changes (if any)
October 2019	Minister to implement any changes prior to October 2019 local government elections

Please contact Meluka Bancroft, A/Manager Governance & Risk on 9273 6038 or [meluka.bancroft@vincent.wa.gov.au](mailto:meluka.bancroft@vincent.wa.gov.au) for more information.

**Submissions must be received by 9am Saturday 2 February 2019.**

Please email your submission to [mail@vincent.wa.gov.au](mailto:mail@vincent.wa.gov.au) and title 'Ward review'  
 Submissions can also be hand delivered or posted to the City:  
 244 Vincent Street (cnr Loftus Street) Leederville, Western Australia  
 PO Box 82 Leederville 6902 WA



# NORTH WARD

11,143 electors

# SOUTH WARD

12,507 electors

