



DISCUSSION PAPER

-

REVIEW OF WARD NAMES, BOUNDARIES AND ELECTED MEMBER REPRESENTATION

Introduction

The City of Joondalup has resolved to review its ward names, boundaries and elected member representation across its district.

The City has not made a determination on any preferred option relating to ward boundaries or elected member representation and will not do so until the completion of the statutory six-week public consultation period.

The City invites and encourages all residents and businesses within the City of Joondalup to make a submission expressing their views and proposals relating to ward boundaries and elected member representation.

It must be emphasized that the proposals put forward as part of this discussion paper are only a few of many possible. Each has been developed by way of example to encourage discussion. The City is not promoting any particular option. It is also important to note that any change to the current ward names, boundaries and Councillor representation must be assessed against the following factors as previously explained in this discussion paper: -

- **Community of interest;**
- **Physical and topographic features;**
- **Demographic trends;**
- **Economic factors; and**
- **Ratio of Councillors to Electors.**

Background

The former City of Wanneroo was abolished on 1 July 1998 and the City of Joondalup was created. At that time the City of Joondalup was established without a ward system.

On 27 August 1999 a seven (7) ward system for the City was agreed to, with the wards being named as follows:

- North Coastal;
- Marina;
- Whitfords;
- South Coastal;
- Pinnaroo;
- South; and
- Lakeside

In accordance with the *Local Government Act 1995* (the Act), the City of Joondalup has resolved to undertake a review of its ward names, boundaries and elected member representation. The Council at its meeting held on 17 May 2005 resolved as follows: -

That Council:

1. *AGREES to undertake a review of the City of Joondalup ward boundaries and representation in accordance with Schedule 2.2 of the Local Government Act 1995;*
2. *REQUESTS the Chief Executive Officer to prepare a discussion paper regarding the review of ward boundaries and elected member representation to be presented to the Council for further consideration;*
3. *STATES that the intention of this resolution is to progress the process and that it is also the intention that an elected Council will decide Ward boundaries at the appropriate time.*

Schedule 2.2 of the Act requires the City of Joondalup to carry out reviews of the ward boundaries and the number of councillors for each ward from time to time so that no more than eight (8) years elapse between successive reviews. The City of Joondalup is required to complete its review by no later than 26 August 2007.

Current Situation

The City of Joondalup is currently governed by five Commissioners appointed by the Governor until the McIntyre Inquiry is completed which will, upon completion, make an order either reinstating or dismissing the Council and will set a date for Council Elections.

When the City of Joondalup is governed by an elected Council, the structure consists of a Mayor (elected by the electors) and fourteen (14) councillors elected from seven (7) wards as follows:

Ward Suburb (Electors)	Number of Electors	Number of Councillors	Councillor : Elector Ratio	% Ratio Deviation
Lakeside - Joondalup (4746) Edgewater (3206) Woodvale (6695)	14,647	2	1:7323	- 0.01%
Marina - Ocean Reef (5299) Connolly (2394) Heathridge (4533)	12,226	2	1:6113	16.51%
North Coastal - Burns Beach (148) Iluka (2131) Kinross (3801) Currambine (3993)	10,073	2	1:5036	31.22%
Pinnaroo - Beldon (2739) Craigie (3929) Padbury (5896)	12,564	2	1:6282	14.20%
South - Kingsley (9713) Greenwood (7314) Warwick (2916)	19,943	2	1:9971	- 36.18%
South Coastal - Sorrento (5492) Marmion (1676) Duncraig (11303)	18,471	2	1:9235	- 26.13%
Whitfords - Mullaloo (4049) Kallaroo (3625) Hillarys (6917)	14,591	2	1:7295	0.37%
Total	102,515	14	1:7322	

The number of electors per suburb and ward have been supplied by the Western Australian Electoral Commission, as at June 2005.

The % ratio deviation shown in the above table provides a clear indication of the % difference between the average councillor/elector ratio for the whole of the City of Joondalup of one councillor to 7322 electors, and the councillor/elector ratio for each ward.

It can be clearly seen that there is a significant imbalance in representation across the City with the South and South Coastal wards being under represented and the North Coastal, Marina and Pinnaroo wards being over represented. Only the Whitfords and Lakeside wards are regarded as a balanced representation with the % ratio deviation being plus or minus 10% of the overall City councillor/elector representation.

A map depicting the current ward boundaries is attached.

Future Situation

The Councillor/Elector ratio is based on the number of electors per ward that a Council represents. The Western Australian Electoral Commission is unable to provide future projections of electors per suburb or ward, therefore it is not possible to project future Councillor/Elector ratios.

For the purposes of this discussion paper, using the estimated growth in population from 2006 to 2011 as a percentage, that percentage has been applied to estimate the anticipated number of electors in the year 2011.

The following table shows the estimated population by suburb and ward for 2011 with an estimated future ratio of Councillors to Electors under the current ward system:

Wards	Suburbs	2006	2011	Est. Popn.	% of growth/decline	Current No. of	Est. Elector	Est No. of	Est No. of	Est Future	Future %
		Popn*	Popn*	Growth/Decline	rate in popn	Electors **	Growth/Decline	Electors	Electors/ward	Clr/Elector	Ratio
							rate	- 2011 ***			Deviation
Lakeside	Joondalup	6,844	6,844	0	0.00%	4746	0	4746			
	Edgewater	5,873	5,741	-132	-2.25%	3206	-72	3134			
	Woodvale	10,701	10,468	-233	-2.18%	6695	-146	6549	14429	1 : 7215	-0.12%
Marina	Ocean Reef	8,553	8,403	-150	-1.75%	5299	-93	5206			
	Connolly	3,898	3,829	-69	-1.77%	2394	-42	2352			
	Heathridge	7,900	7,699	-201	-2.54%	4533	-115	4418	11975	1 : 5988	16.90%
North Coastal	Burns	2,506	4,020	1,514	60.42%	148	89	237			
	Iluka	4,921	5,344	423	8.60%	2131	183	2314			
	Kinross	6,228	6,381	153	2.46%	3801	93	3894			
	Currambine	6,829	6,891	62	0.91%	3993	36	4029	10475	1 : 5238	-27.31%
Pinnaroo	Beldon	4,722	4,591	-131	-2.77%	2739	-76	2663			
	Craigie	6,362	6,172	-190	-2.99%	3929	-117	3812			
	Padbury	9,484	9,206	-278	-2.93%	5896	-173	5723	12198	1 : 6099	15.36%
South	Kingsley	14,860	14,488	-372	-2.50%	9713	-243	9470			
	Greenwood	11,013	10,684	-329	-2.99%	7314	-218	7096			
	Warwick	4,208	4,099	-109	-2.59%	2916	-76	2840	19406	1 : 9703	-34.65%
South Coastal	Sorrento	8,168	8,034	-134	-1.64%	5492	-90	5402			
	Marmion	2,310	2,240	-70	-3.03%	1676	-51	1625			
	Duncraig	16,946	16,483	-463	-2.73%	11303	-309	10994	18021	1 : 9011	-25.05%
Whitfords	Mullaloo	6,597	6,440	-157	-2.38%	4049	-96	3953			
	Kallaroo	5,631	5,498	-133	-2.36%	3625	-86	3539			
	Hillarys	10,324	10,284	-40	-0.39%	6917	-27	6890	14382	1 to 7191	0.21%
	Total COJ	164,878	163,839	-1,039	-0.63%	102515	-1628	100887	100887	1 to 7206	

* Figures provided by Ministry for Planning, 2000

** Figures provided by Western Australian Electoral Commission, June 2005

*** Figures calculated by applying percentage of growth in population to current electors.

Review Process

The review process involves a number of steps as follows: -

- Council resolves to undertake a review;
- Public submission period opens;
- Information provided to the community for discussion;
- Council officers undertake a review based on the factors to be considered as provided by the *Local Government Act 1995* (see the “Factors to be considered” section of this report for details of these factors);
- Public submission period closes;
- The Council considers all submissions and relevant factors and makes a decision;
- The Council submits a report to the Local Government Advisory Board for its consideration; and
- (if a change is proposed) The Local Government Advisory Board submits a recommendation to the Minister for Local Government and Regional Development (the Minister).

Any changes approved by the Minister where possible will be in place for the next ordinary election.

The minimum period for accepting public submissions is to be six (6) weeks. **Public submissions will close at 5.00 pm on Friday 2 December 2005.** Notice of the review process is to be extensively advertised in the local paper(s), the City’s website, the City’s publication Council News (if possible) and relevant City notice boards.

The review will consider the:

- current ward boundaries;
- number of wards;
- the current names of the wards; and
- the number of councillors to represent each ward (if a ward system is selected).

Although not required by legislation, the City of Joondalup has arranged to conduct public workshops in order to expand the opportunity for public input into the review process. The timetable for the public workshops is: -

- **City of Joondalup Civic Centre, Boas Avenue, Joondalup**
 - **7.00 pm, Monday 7 November 2005**
- **Warwick Leisure Centre, Warwick Road, Warwick**
 - **7.00 pm, Wednesday 9 November 2005**

Copies of this discussion paper will be made available at the City's libraries and customer service centres and available electronically on the City's website at www.joondalup.wa.gov.au.

Factors to be considered

When considering changes to ward names, boundaries and elected member representation, Schedule 2.2 of the Act specify factors that must be taken into account by the Council as part of the review process. These factors are as follows, and are listed in no particular order:

- 1 Community of interest;
- 2 Physical and topographic features;
- 3 Demographic trends;
- 4 Economic factors; and
- 5 Ratio of Councillors to Electors in the various wards.

The Local Government Advisory Board offers the following interpretation of these factors, as shown in italics:

1. Community of interest

The term community of interest has a number of elements. These include:

- *A sense of community identity and belonging;*
- *Similarities in the characteristics of the residents of a community; and*
- *Similarities in the economic activities.*

It can also include 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.

Neighbourhoods, suburbs and towns are important units in the physical, historical and social infrastructure and often generate a feeling of community and belonging.

Apart from its Central Business District, three large suburban shopping centres and many local shopping centres, the City of Joondalup is an urban local government with few significant discontinuities in terms of lifestyle and land use.

Across the 22 suburbs of the City of Joondalup there is an even distribution of schools, sporting clubs and other associated facilities for the benefit of the community. It is considered that a ward system (if any) should ensure that no one ward contain more than one of the three large shopping centres, being Lakeside, Whitford and Warwick.

2. Physical and Topographical Features

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. Coastal plain and foothills regions, parks and reserves may be relevant as may other man made features such as railway lines and freeways.

The most significant natural features of the City of Joondalup are the coastline and the Yellagonga Wetlands. As the coastline is part of the district boundary of the City it is logical to form the boundary of any ward system.

Significant physical features include the Mitchell freeway, Marmion Avenue, Joondalup Drive, Warwick Road, Hepburn Avenue, Whitfords Avenue, Ocean Reef Road and Burns Beach Road.

All of these roads form suburb boundaries. It is preferable that any ward boundaries do not dissect suburbs (localities) and the use of significant physical features as ward boundaries will ensure suburb integrity in this regard.

3. Demographic Trends

Several measurements of the characteristics of human populations, such as population size, and its distribution by age, sex, occupation and location provide important demographic information. Current and projected population characteristics will be relevant as well as similarities and differences between areas within the local government.

The population of the City of Joondalup is nearing full potential. It is likely therefore that ward boundaries established should remain appropriate for future years.

The only significant pocket of development remaining in the City of Joondalup is the Burns Beach subdivision. It is anticipated that approximately 1500 dwellings will be built within the next five (5) years. Based on the calculations of the future population growth for Burns Beach, it is anticipated that approximately 4000 electors will reside in the suburb by 2011.

It is preferred that ward boundaries should remain relatively static in the future and councillor representation levels should, where possible, be set at or below future requirements. In other words, future equity in representation should be possible by increasing the number of Councillors in a ward.

4. Economic Factors

Economic factors can be broadly interpreted to include any factor that reflects the character of economic activities and resources in the area. This may include 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.

The City of Joondalup contains the North-West corridor's strategic regional centre of Joondalup. This has already become a major metropolitan business centre, with a business park, regional shopping centre (Lakeside Shopping Centre), education precinct, entertainment precinct and a regional hospital. The Joondalup Central Business District has grown significantly in the last few years and is expected to grow further into a business hub over the next decade.

In the City of Joondalup, there are two further major shopping centres at Whitford City and Warwick Grove. Whitford City has flourished as suburban growth north of the centre and socio-economic development of the coastal belt has underpinned its retail activity.

In close proximity is the Hillarys Boat Harbour, which has become one of the state's top tourist destinations with restaurants, retail and leisure activities including AQWA. Both the Hillarys Boat Harbour and Whitford City shopping centre are major employment hubs.

5. Ratio of Councillors to Electors

It is expected that each local government will have similar ratios of councillors to electors across the wards of its district. The Local Government Advisory Board considers this to be a significant factor.

The Local Government Advisory Boards expects a balanced representation ration per ward of plus or minus 10% of the Councillor/Elector ratio across the whole of the City. If the local government considers that it has exceptional circumstances that justify councillor/elector ratio deviations that are greater than plus or minus 10%, then it must present the arguments for these circumstances to the Board.

A number of examples of ward systems for the City have been developed to assist in the public consultation process.

It is estimated that the City of Joondalup will have approximately 100,000 electors by the year 2011 (based on the calculation on page 6 of this discussion paper). With a maximum of fourteen (14) councillors permitted by the Act, the average number of electors per councillor should be in the vicinity of 7200.

Matters to be considered (in no particular order):

- 1 The current ward system and existing councillor representation.
- 2 Creation of new wards by either increasing or decreasing the number of wards.
- 3 Changes to the boundaries of the current ward system.
- 4 Abolition of all the wards and electing representation from across the district.
- 5 Changes to the names of the existing wards or a new ward structure.
- 6 Changes to the number of Councillor representation across a ward system or if no ward system, across the district.

Several factors need to be considered when reviewing Councillor representation across wards and the district as a whole:

- The advantages and disadvantages of reducing the number of councillors;
- The advantages and disadvantages of no wards; and
- The implications of any change to the councillor/elector ratio.

The following listed advantages and disadvantages are a direct replication of those listed by the Local Government Advisory Board.

Reducing the number of Councillors for the City of Joondalup

The ideal number of elected members for a local government is for the local government to determine. There is a diverse range of councillor/elector ratios across Western Australia reflecting the sparsely populated remote areas and the highly populated urban areas. The structure of the Council's operations will provide some input into the number of elected members needed to service the local government.

The **advantages** of a reduction in the number of elected members may include the following: -

- The decision making process may be more effective and efficient if the number of elected members is reduced. It is more timely to ascertain the views of a fewer number of people and decision making may be easier. There is also more scope for team spirit and cooperation amongst a smaller number of people.
- The cost of maintaining elected members is likely to be reduced.
- The increase in the ratio of councillors to electors is unlikely to be significant.
- Consultation with the community can be achieved through a variety of means in addition to individuals and groups contacting their local elected member.
- A reduction in the number of elected members may result in an increased commitment from those elected reflected in greater interest and participation in Council's affairs.
- Fewer elected members are more readily identifiable to the community.
- Fewer positions on Council may lead to greater interest in elections with contested elections and those elected obtaining a greater level of support from the community.
- There is a Statewide trend for reductions in the number of elected members and many local governments have found that fewer elected members works well.

The **disadvantages** of a reduction in the number of elected members may include the following: -

- A smaller number of elected members may result in an increased workload and may lessen effectiveness. A demanding role may discourage others from nominating for Council.
- There is the potential for dominance in the Council by a particular interest group.
- A reduction in the number of elected members may limit the diversity of interests around the Council table.
- Opportunities for community participation in Council's affairs may be reduced if there are fewer elected members for the community to contact.
- An increase in the ratio of councillors to electors may place too many demands on elected members.

No Ward System

The **advantages** of a no ward system may include:

- Elected members are elected by the whole community not just a section of it. Elected members under the Act are required to represent the views of all electors of the City and make decisions in the best interest of the district as a whole. Knowledge and interest in all areas of the Council's affairs would result, broadening the views beyond the immediate concerns of those in a ward.
- Members of the community who want to approach an elected member can speak to any elected member.
- Social networks and communities of interest are often spread across a local government and elected members can have an overview of these.
- Elected members can use their specialty skills and knowledge for the benefit of the whole local government.
- There is balanced representation with each elected member representing the whole community.
- The election process is much simpler for the community to understand and for the Council to administer.

The **disadvantages** of a no ward system may include: -

- Electors may feel that they are not adequately represented if they don't have an affinity with any of the elected members.
- Elected members living in a certain area may have a greater affinity and understanding of the issues specific to that area.
- There is potential for an interest group to dominate the Council.
- Elected members may feel overwhelmed by having to represent all electors and may not have the time or opportunity to understand and represent all the issues.
- It may be more difficult and costly for candidates to be elected if they need to canvass the whole local government area.

Ward System

The **advantages** of a ward system may include:

- Different sectors of the community can be represented ensuring a good spread of representation and interests amongst elected members.
- There is more opportunity for elected members to have a greater knowledge and interest in the issues in the ward.
- It may be easier for a candidate to be elected if they only need to canvass one ward.
- Councillors may be more accessible to electors of the ward they represent.

The **disadvantages** of a ward system may include: -

- Elected members can become too focussed on their wards and less focussed on the affairs of other wards and the whole local government.
- An unhealthy competition for resources can develop where electors in each ward come to expect the services and facilities provided in other wards, whether they are appropriate or not.
- The community and elected members can tend to regard the local government in terms of wards rather than as a whole community.
- Ward boundaries may appear to be placed arbitrarily and may not reflect the social interaction and communities of interest of the community.
- Balanced representation across the local government may be difficult to achieve, particularly if a local government has highly populated urban areas and sparsely populated rural areas.

Conclusion

The Act requires that the Council, in considering its ward names, boundaries and Councillor representation, takes into account the five (5) factors listed above

There is a matter on which the Act is silent – a preferred number of wards, if any at all. Across the metropolitan area there is a wide range of options that currently exist. This is a matter that should be determined by the Council. It is worthy of noting that the Councillor to Elector ratio across the state of Western Australia is one Councillor to every 957 Electors, whereas across the metropolitan local government the ratio is one Councillor to every 2852 Electors. Given the maximum number of Councillors permitted under the Act of fourteen (14) and the total number of electors within the City of Joondalup, achieving this level of representation will not be possible.

Public Submissions

All members of the community are encouraged and invited to make a submission to the City of Joondalup regarding this review of Wards and Elected Member Representation.

All submissions and proposals must contain an assessment against the Factors to be Considered (see Section 3 of this paper for further information on the Factors to be Considered) as required by the Local Government Act 1995.

For any further information regarding the review of wards and elected member representation please contact Mike Smith on 9400 4509 or fax 9400 4583 or email at mike.smith@joondalup.wa.gov.au.

Written submissions about any aspect of ward boundaries and councillor representation are to be lodged at the City of Joondalup by 5.00 pm on Friday 2 December 2005.

Submissions may be posted to: The Chief Executive Officer
City of Joondalup
PO Box 21
JOONDALUP WA 6919

Or hand delivered/couriered to: The Chief Executive Officer
City of Joondalup
Administration Centre
Boas Avenue, Joondalup

Or faxed to: (08) 9300 1383

Or emailed to: info@joondalup.wa.gov.au

Thank you for your interest and involvement in this review. The Council welcomes your comments on any matters that may assist it to make informed and responsible decisions for the benefit of the people of the City of Joondalup.

Commissioner John Paterson
CHAIRMAN OF COMMISSIONERS

Mr Garry Hunt
CHIEF EXECUTIVE OFFICER



ATTACHMENTS TO DISCUSSION PAPER

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REVIEW OF WARD NAMES, BOUNDARIES

AND

ELECTED MEMBER REPRESENTATION

Current Structure

14 Councillors for 7 Wards @ 2 Councillors per Ward

Councillor/Elector Ratio for the City

14 Councillors ÷ 102,515 electors = 1: 7322

Ward	Lakeside	Marina	North Coastal	Pinnaroo	South	South Coastal	Whitfords
No of Suburbs	3	3	4	3	3	3	3
No of Electors	14,647	12,726	10,073	12,564	19,943	18,471	14,591
No of Councillors	2	2	2	2	2	2	2
Councillor/Elector (%)	1: 7323 (-0.01%)	1: 6113 (16.51%)	1: 5036 (31.22%)	1: 6282 (14.20%)	1: 9971 (-36.18%)	1: 9235 (-26.13%)	1: 7295 (0.37%)

The following is an explanation of the attached examples based on the current election numbers (June 2005) for the City of Joondalup:

EXAMPLE 1

14 Councillors for 7 Wards @ 2 Councillors per Ward

Councillor/Elector Ratio for the City

14 Councillors ÷ 102,515 electors = 1: 7322

Ward	1	2	3	4	5	6	7
No of Suburbs	5	3	4	3	3	2	2
No of Electors	15,372	14,647	13,715	13,450	14,085	17,027	14,219
No of Councillors	2	2	2	2	2	2	2
Councillor/Elector (%)	1: 7686 (-4.98%)	1: 7323 (-0.01%)	1: 6858 (6.34%)	1: 6725 (8.15%)	1: 7042 (3.83%)	1:8513 (-16.27%)	1: 7109 (2.91%)

EXAMPLE 2

12 Councillors for 4 Wards @ 3 Councillors per Ward

Councillor/Elector Ratio for the City

12 Councillors ÷ 102,515 electors = 1: 8593

Ward	1	2	3	4
No of Suburbs	8	6	4	4
No of Electors	25,718	27,355	26,233	23,209
No of Councillors	3	3	3	3
Councillor/Elector (%)	1: 8573 (0.23%)	1: 9118 (-6.11%)	1: 8744 (-1.76%)	1: 7736 (9.97%)

EXAMPLE 3**12 Councillors for 4 Wards @ 3 Councillors per Ward**

Councillor/Elector Ratio for the City

12 Councillors ÷ 102,515 electors = 1: 8593

Ward	1	2	3	4
No of Suburbs	7	6	4	5
No of Electors	20,419	27,162	26,233	28,701
No of Councillors	3	3	3	3
Councillor/Elector (%)	1: 6806 (20.80%)	1: 9054 (-5.36%)	1: 8744 (-1.76%)	1: 9567 (-11.33%)

EXAMPLE 4**Example 4(a) - 12 Councillors for 3 Wards @ 4 Councillors per Ward**

Councillor/Elector Ratio for the City

12 Councillors ÷ 102,515 electors = 1: 8543

Ward	1	2	3
No of Suburbs*	9	7	6
No of Electors	30,251	36,646	35,618
No of Councillors	4	4	4
Councillor/Elector (%)	1: 7562 (11.48%)	1: 9161 (-7.23%)	1: 8904 (-4.22%)

EXAMPLE 4(b) - 9 Councillors for 3 Wards @ 3 Councillors per Ward

Councillor/Elector Ratio for the City

9 Councillors ÷ 102,515 electors = 1: 11390

Ward	1	2	3
No of Suburbs*	9	7	6
No of Electors	30,251	36,646	35,618
No of Councillors	3	3	3
Councillor/Elector (%)	1: 10,084 (11.47%)	1: 12,215 (-7.24%)	1: 11,873 (-4.23%)

EXAMPLE 5

This example presents no Ward structure. This example details options to have a minimum of 5 Councillors to a maximum of 14 Councillors, as per the requirements of the Local Government Act 1995.

Based on these minimums and maximums, the following Councillor/Elector ratios would apply, based on 102,515 electors:

5 Councillors	=	1: 20,503
6 Councillors	=	1: 17,086
7 Councillors	=	1: 14,645
8 Councillors	=	1: 12,814
9 Councillors	=	1: 11,390
10 Councillors	=	1: 10,251
11 Councillors	=	1: 9,320
12 Councillors	=	1: 8,543
13 Councillors	=	1: 7,886
14 Councillors	=	1: 7,322