



Government of **Western Australia**
Local Government Advisory Board

Local Government Advisory Board

Metropolitan Local Government District Inquiries Report

Addendum

September 2014



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Executive Summary

This report is an Addendum to the Local Government Advisory Board's (the Board) Metropolitan Local Government District Inquiries (MLGDI) Report. The Addendum details the Board's recommendations for the local governments of Canning and Gosnells; Melville; Fremantle and East Fremantle; and Cockburn and Kwinana. For all other metropolitan local government recommendations, refer to the MLGDI Report.

This Addendum was necessary as the Board's intended recommendations for the affected local governments of Melville and Cockburn and Kwinana were significantly different from the initial City of Melville Proposal 10 and the Cockburn Community Electors' Proposal E1. The *Local Government Act 1995* Schedule 2.1 clause 6(2) requires a further public submission period for Board recommendations that are significantly different from the proposal into which the Board previously inquired. The public submission period was undertaken from 30 August to 15 September 2014.

The Board's intended recommendations for the City of Melville and Cities of Cockburn and Kwinana were out for public comment at the time the MLGDI report was being finalised. The recommendations for the City of Melville and the Cities of Cockburn and Kwinana also affect the local governments of Canning and Gosnells; and Fremantle and East Fremantle. As a result the MLGDI Report did not include the Board's recommendations for these seven local governments.

The Board received approximately 2,500 public submissions in response to the amended recommendations for Proposal 10 and E1. The Board has considered all of the submissions as part of its deliberative processes in forming its recommendations for the above mentioned local governments.

The Board has also made recommendations pertaining to wards, representation and the naming of the proposed local government.

Specifically the recommendations provide for:

- A boundary amendment to the **City of Melville** through the transfer of Bicton and Palmyra to the City of Fremantle, the transfer of Samson and portion of O'Connor from the City of Fremantle, the transfer of Coolbellup, North Lake and portions of Leeming and Jandakot from the City of Cockburn, and the transfer of Rossmoyne and portion of Canning Vale, Leeming, Riverton, Shelley and Willetton from the City of Canning.
 - o Creation of a four ward structure

- o Twelve offices of councillor
- Amalgamation of the City of Cockburn and City of Kwinana, to form the **City of Jervoise Bay**, with the transfer of Hamilton Hill and a portion of North Coogee to the City of Fremantle, the transfer of Coolbellup, North Lake and portion of Jandakot and Leeming to the City of Melville, and the transfer of portion of East Rockingham from the City of Rockingham.
 - o Creation of a district ward structure
 - o Twelve offices of councillor
- Amalgamation of the **City of Fremantle** and Town of East Fremantle, and the transfer of Bicton and Palmyra from the City of Melville, the transfer of Samson and portion of O'Connor to the City of Melville, the transfer of Hamilton Hill and a portion of North Coogee from the City of Cockburn, and the transfer of portion of North Fremantle to the City of Riversea.
 - o Creation of a district ward structure
 - o Twelve offices of councillor
- A boundary amendment to the **City of Gosnells** to subsume the City of Canning, with St James and a portion of Bentley, Welshpool and Wilson transferred to the Town of Victoria Park, portion of Welshpool transferred to the City of Belmont, and the transfer of Rossmoyne and portion of Canning Vale, Leeming, Riverton, Shelley and Willetton to the City of Melville.
 - o Creation of a district ward structure
 - o Twelve offices of councillor

Introduction

The Local Government Advisory Board (the Board) is a statutory body established under section 2.44 of the Local Government Act 1995 (the Act). Its role is to provide advice to the Minister on constitutional matters such as the establishment of districts, amalgamations, district and ward boundary amendments and councillor representation.

The Board's functions are set out in the provisions contained in section 2.45 of the Act which require that it consider and assess proposals to change local government boundaries and/or their system of representation and make recommendations to the Minister about these proposals.

The Local Government Advisory Board (the Board) has received 38 proposals for local government boundary change in metropolitan Perth. The Board has dealt with these proposals concurrently, and the Board's objective in dealing with the 38 proposals is to ensure that the outcome of the review contributes to metropolitan Perth having the best possible local government structure to deal with the social, economic, environmental and governance challenges confronting metropolitan Perth into the future.

The Board has made recommendations on 26 of the 38 proposals which are detailed in the MLGDI Report.

As mentioned in Section 6.8 of the MLGDI Report, the Board had five local government proposals, three ministerial proposals and an electors proposal to consider in relation to the south-western quadrant of Metropolitan Perth. The Board considered that all proposals to some degree had some potential to generate positive outcomes.

After conducting its Inquiries into these proposals, with the sometimes overlapping or competing territories, the Board concluded that the following proposals were closest to the 'best' local government boundaries for this subregion within the Perth metropolitan region:

- Proposal E1 Cockburn Community Steering Committee (as amended)
- Proposal 10 City of Melville (2) (as amended)
- Proposal 12 City of Fremantle (as amended)

In combination, the Board considers that these proposals would deliver the most benefits for local government and communities in the south-west metropolitan region. The Board published its intended recommendations in respect to proposals E1 and 10 to seek more information and provide a further opportunity to comment. (Where the Board

proposes to make a recommendation that it deems to be significantly different from the proposal into which it formally inquired, Schedule 2.1 clause 6(2) of the Act requires that the Board undertake a further submission period). This addendum provides for the Board's recommendations on the outstanding proposals specifically for the local governments of Melville; Cockburn and Kwinana; Fremantle and East Fremantle; and Canning and Gosnells.

1. Assessment of Proposals

1.1 Inquiries into proposals affecting the City of Melville

Overview of relevant proposals

Refer to Section 6.8 of the MLGDI Report.

Submissions to the Local Government Advisory Board

Refer to Section 6.8 of the MLGDI Report for discussion of the submissions received in the earlier phases of the Board's consultation process.

As a result of the further call for submissions between 30 August 2014 and 15 September 2014 on the Board's intended recommendation, a further 2,428 submissions were received.

Submissions were provided to the Board during the advertised public submission periods by local governments, industry groups, local businesses and affected ratepayers. A summary of these submissions is detailed below. Note the following summaries are the position put forward by those making the submission.

Submissions from local governments

City of Canning

The City of Canning supported the Board's earlier amendments to Proposal 10 on the basis that the resulting Melville district was seen to facilitate Canning's own preservation as an independent entity. It opposes the more recent recommendation on the basis of its continued support for the status quo.

The City argues that retention of the Shelley foreshore for activities and entertainment provided by the council is essential to the current Canning district's community of interest. It also suggests that Melville's retention of the Point Walter Reserve would remove the need for it to gain this part of the foreshore.

Canning opposes the loss of land south of Roe Highway and around the freight railway line which it currently owns, and which contains facilities including its dog and vehicle pounds, and waste transfer station, which it fears will be ceded to the City of Melville with no compensation for Canning ratepayers. It further argues that the requirement to develop the Canning Vale Regional Sports Centre, and a new waste transfer station, will

remain with a Canning based local government while significant existing assets transfer to Melville.

The City also claims that assessments of its financial viability are based on flawed reliance on certain ratios which are impacted by factors not reflective of the City's underlying sustainability (such as recent underground power scheme loans and the buyout of the City's share of the SMRC's loan liability).

The City maintains its position to fragmentation of the current Canning district.

City of Cockburn

The City of Cockburn supports the Board's current recommendation on the basis that it largely allows for the preservation of the current Cockburn district. It notes that there would be minimal disruption to Cockburn's community facilities and to its developer contribution scheme, while still allowing for Melville to gain an increased proportion of regional commercial-industrial rates.

City of Gosnells

The City of Gosnells accepts the rationale that Canning's western suburbs share a community of interest with the eastern parts of the current Melville district, and as such are probably appropriate for inclusion in an expanded City of Melville. However, Gosnells questions the validity of Vahland Avenue as Melville's eastern boundary in preference to Willeri Drive. The City's general preference is for local government boundaries that do not split suburban localities, as it considers suburbs to be a basic foundation of communities of interest. In this sense, it reiterates support for its own proposal which prevents any split to the localities of Riverton, Shelley and Willetton.

The City suggests that a boundary along Willeri Drive would better delineate local government districts and provide more of Canning's current residential population to the City of Melville, compensating Melville for its limited growth potential.

It also notes the potential concerns of the City of Melville in relation to assuming responsibility for the Riverton Leisureplex if a boundary is established along Willeri Drive. However, this is not considered a rationale for choosing a less appropriate delineation, as a Willeri Drive boundary is cited as providing Melville with around 3,500 additional rateable properties. Gosnells also indicates its willingness to ameliorate the cost of the Leisureplex by jointly operating it with a new City of Melville, given that many 'Canning-Gosnells' residents would continue to use the facility.

Gosnells does, however, oppose the loss of land south of Roe Highway and around the freight railway line which is currently owned by the City of Canning, and which contains

several Canning facilities. It argues that the requirement to develop the Canning Vale Regional Recreation Precinct will remain with a 'Canning-Gosnells' local government while the land through which it would be accessed, and by which it would have been partly funded, will be ceded to the City of Melville. The City suggests that, at a minimum, the proposed boundary should be moved north to the railway line (though it prefers Roe Highway), and argues that if this does not occur then the site for the recreation precinct should also be moved to Melville.

The City of Gosnells recognises the concerns expressed by the City of Canning regarding the potential loss of its aged care services hub in Willetton. However, it is less concerned than Canning about the potential impacts on service delivery, as it believes that a new 'Canning-Gosnells' local government can negotiate appropriate arrangements for continued services with a new City of Melville. In this respect, it notes Melville's own record of successful service delivery.

The City retains its view that the Canning Vale industrial area will be an essential component of any new 'Canning-Gosnells' district.

City of Melville

The City of Melville has also reiterated its own position that significant boundary reform is required to prevent the Melville district from becoming comparatively smaller and financially disadvantaged in relation to its growing neighbours. In this sense, Melville considers the Board's current recommendation to provide for a more sustainable future than its earlier recommendation, but still judges it to be a medium rather than long term solution.

The City emphasises its need for a greater share of the regional commercial-industrial rates base, and notes that the Cities of Cockburn and Kwinana are well placed to deal with current debt even should they lose some of their current share, particularly given their growth potential. (These views are shared by AMP Capital, owners of the Garden City Shopping Centre, in its submission.)

Melville also argues the importance of retaining Point Walter Reserve for integrated foreshore management, and the location of the entire Roe Highway reserve (west of Stock Road) in one local government to facilitate its coordinated construction and management.

Other submissions

Both the Riverton State Member and Alfred Cove State Member oppose the amended Proposal 10 on grounds of community of interest. The local member for Alfred Cove supports the retention of Bicton with the foreshore in one local government. The member also believes land use and residential development in Bicton is more aligned to the priorities of the City of Melville than the City of Fremantle. The member for Riverton is opposed to splitting suburbs which he believes collectively, represent a community of interest. The local member prefers the eastern boundary to extend to Willeri Drive in order that all the localities of Parkwood, Riverton, Rossmoyne, Shelley, Willetton and Canning Vale remain together.

The Cannington Community Alliance continues to oppose the fragmentation of the City of Canning arguing that the City's financial sustainability, services and amenities provided to the community present a case for remaining the status quo. The Alliance concedes however that developable land further south of the waste transfer station could be ceded to Melville from both Canning and Cockburn in order that Canning retain its critical assets.

The Riverton, Rossmoyne and Shelley Resident's Association supports the current recommendation arguing that it is separated from the broader City of Canning by the Canning River. The Association states that the communities have developed similarly with the neighbouring City of Melville communities and reflect comparable demographics transport links and commercial activities.

The Board received 119 public submissions primarily from Rossmoyne, Shelley and Riverton residents in support of the Board's amended Proposal 10, however many argued for the eastern boundary to be taken to Willeri Drive. The main arguments presented related to a greater sense of community of interest with the City of Melville rather than the City of Gosnells.

Of the 2,306 submissions against the proposal, most of them were from residents of the City of Canning opposed to any change of the current district. The submissions detailed that residents were happy with the current levels of service and governance provided by Canning. Also noted were fears that any transfer of aged care services and amenities to an enlarged City of Melville would result in reduced service; as the site of these services would transfer to an enlarged City of Melville. A number of submission were also received from residents of Willetton, Riverton and Wilson who were opposed to the use of Vahland Avenue and Leach Highway as boundaries as this divides suburbs between authorities.

The Board received 493 individual submissions from residents of Bicton and 158 from residents of Palmyra primarily advocating for the two suburbs along with Point Walter Reserve to remain in the City of Melville. A petition was received from 516 residents also predominately from Bicton and Palmyra supporting this position.

Table 1 - Submissions lodged on intended recommendation 2 for Proposal 10

Origin of submissions	Number of submissions	
	Intended recommendation 2 for Proposal 10	
	For	Against
Local governments	2	2
Stakeholders	1	8
Individuals	119	2,296
Totals	122	2,306

Assessment of the amended City of Melville Proposal 10

Community of interest

The secondary centre of Booragoon and specialist centre of Murdoch provide a strong activity focus for surrounding suburbs. Multiple public transport options provide east and west routes which connect key activity, employment and educational centres. The Board noted that the school catchment area for Leeming High would be entirely in the City of Melville. The Board considers there to be multiple and overlapping communities of interest in these areas, and that the recommended change in boundaries would have little impact on communities of interest.

Physical and topographic features

The Board's deliberations included identifying strong, logical boundaries and where possible aligned with main roads to avoid boundaries which cut across places of residence / business. The Roe Highway and proposed Roe8 constitute a significant boundary feature. Importantly, the Leeming boundary anomaly is addressed. The Board's recommended boundaries incorporate the Jandakot airport precinct to assist future financial viability.

Demographic trends

The Board noted a moderate forecast population of 131,000 by 2050. The socio-economic makeup of areas within the current City of Melville is considered compatible with areas proposed to be incorporated from Canning and Cockburn. The Board believes that the proposed local government would have the capacity to service the needs of the evolving community.

Economic factors

The Board considered that the focus on the activity centre of Booragoon (secondary) and Murdoch specialist centre delivered economic advantages for the local government under the Board's recommendation, reinforcing its capacity to service the needs of the community into the future. The Board noted extensive planned development around Booragoon, Murdoch and the Canning Bridge precinct, recognising that these areas would provide strong economic support for the local government into the future. The Board's recommendation would see additional commercial areas (Jandakot airport, part O'Connor) incorporated into the City of Melville, thus further assisting its future viability.

The history of the area

In the Board's view, there are no significant differences in the history of the areas affected by the recommended boundary change. The history of the area has not been a major consideration for the Board in framing its boundary recommendation.

Transport and communication

Important issues such as the streamlined development of the grain freight network and the interface with the outer harbour development and terminal at Kwinana could be managed more effectively. The new boundaries of this local government district would to a large degree follow major transport links (Roe Highway, Stock Road). The Board noted potential for greater integration of transport planning in this area to assist residents and local businesses into the future. The enlarged local government district offers potential for greater capacity to advocate better transport links and coordination with surrounding activity centres, particularly in the context of the proposed Roe8 extension.

Matters affecting the viability of local governments

While the FSS is lower at 73 / 77 than the existing Melville it does exceed the 70 point benchmark. The WATC considers that the ratios are reasonably strong and representative of a financially viable local government. The WATC advised that under the Board's recommendation the amended entity presents as less balanced than the existing City of Melville, but marginally more balanced than Minister's Proposal 08/2013.

The Board noted that the City of Melville, as a continuing local government, has industry best practice processes in place and these would facilitate managing issues of viability and service in the long term. As a result of incorporating additional residential areas (e.g. Rossmoyne) and the Jandakot airport precinct there is an improved mix of residential and commercial activities, with further commercial development proposed in a number of areas.

The effective delivery of local government services

The effective delivery of local government services would be maintained and enhanced; the local government would have the capacity to service the community, and address the challenges in planning for and servicing an increasing population. The existing best practice management systems will support an expanded City of Melville to deliver services to its additional residents. The Board's view is that the local government would have the capacity to service the community, and address the challenges in planning for and servicing an increasing population and responding to the changing demands of the community.

Review and recommendations

The Board resolved to recommend the City of Melville proposal 10 with the following boundary modifications:

1. amending the proposed eastern boundary with the City of Canning to an alignment following Leach Highway (from the Shelley Bridge), Vahland Avenue, South Street/Ranford Road; Livingston Drive on to Lothian Road; to Clifton Road and then Johnston Road abutting the Jandakot Airport lands.
2. amending the southern boundary with the City of Cockburn to follow around the Jandakot Airport lands to the point where it meets Karel Avenue and the Roe Highway and along the Highway to Stock Road.
3. amending the western boundary with the City of Fremantle to Stock Road to the intersection of Page Street and then extends north along the Point Walter reserve to the midpoint of the Swan River.

The effect of these boundary modifications is to add the suburbs of Coolbellup, Canning Vale (part), Jandakot (part), Leeming (part), North Lake, O'Connor (part), Riverton (part), Rossmoyne, Samson, Shelley (part) and Willetton (part) and to cede the suburbs of Bicton and Palmyra.

The Board considers its recommendation to provide the 'best' local government boundaries for this area having considered, among other things, the merits of the

various proposals against the prescribed criteria. The outcome of the Board recommendation is considered to be more attuned to a good government outcome and in the best interests of local government and the residents and ratepayers in the district. In particular the Board's view is that Stock Road demonstrates a stronger western boundary and by using Stock Road the Board achieves continuity of community of interest between Bicton, Palmyra and the Point Walter Reserve. By recommending in favour of the Melville proposal 10 (albeit amended), a community focused approach is being given preference.

Wards

The City of Melville submitted its preference for a four ward structure to the Board. The City's preferred names for the four wards include the North Ward, East Ward, West Ward and South Ward. The Board considered the City's ward structure to provide effective representation of the transferred areas as well as the existing suburbs under the enlarged City of Melville. The Board therefore recommends a four ward structure named North Ward, East Ward, West Ward and South Ward for the City of Melville.

Representation

The City of Melville's preference is to have 12 offices of councillor plus the office of popularly elected Mayor representing the four wards as follows:

Figure 1 - City of Melville recommended ward structure

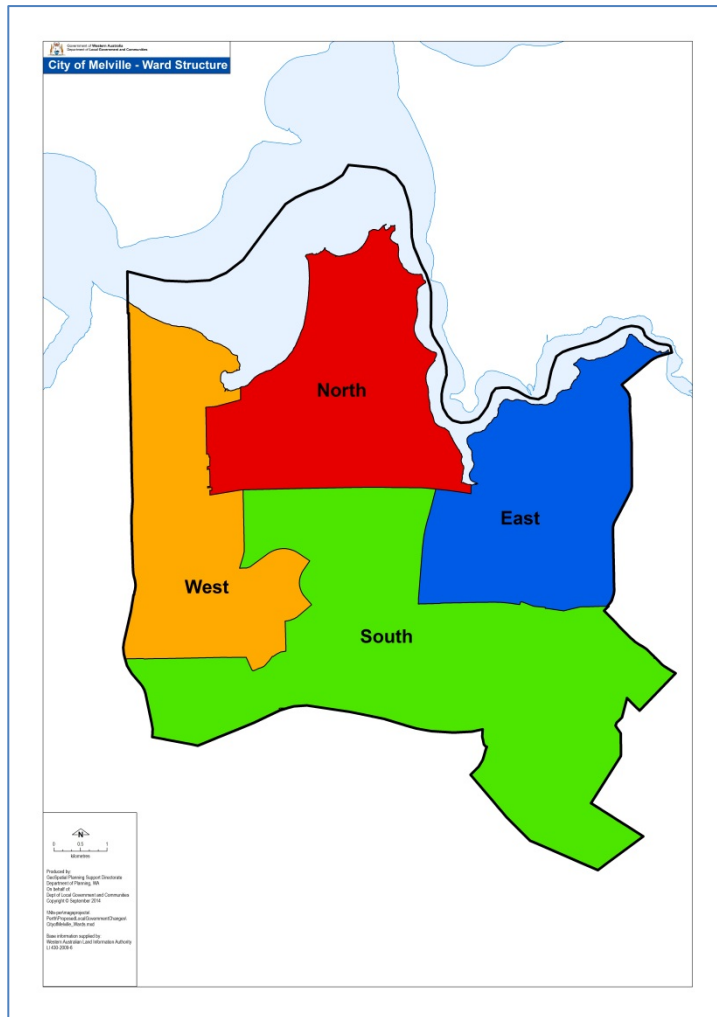


Table 2 - City of Melville's ward and representation structure

Ward	Number of Councillors	Number of Electors	Councillor to Elector Ratio	%Ratio Deviation
North	3	20,552	1:6,851	-1.54%
West	3	19,559	1:6,520	+3.37%
East	3	19,511	1:6,504	+3.61%
South	3	21,343	1:7,114	-5.44%
Total	12*	80,965	1:6,747	N/A

* Plus the office of popularly elected Mayor

The impact of excising areas from the City of Melville to neighbouring local governments will require the City of Melville to review the eligibility of its councillors to sit on council, should they be affected by the land transfer.

Recommendations

1. The Local Government Advisory Board after formally inquiring into the proposal identified as Proposal 9 recommends pursuant to clause 6 (1)(a) of Schedule 2.1 of the Local Government Act 1995 that the Minister for Local Government **reject** the proposal.
2. The Local Government Advisory Board after formally inquiring into the proposal identified as Proposal 08/2013 recommends pursuant to clause 6 (1)(a) of Schedule 2.1 of the Local Government Act 1995 that the Minister for Local Government **reject** the proposal.

Proposal 10 (Melville)

The Local Government Advisory Board (the Board) recommends to the Minister:

1. pursuant to clause 6 (1) (c) of Schedule 2.1 to the *Local Government Act 1995* (Act), that an order be made, under section 2.1 (1) (b) of the Act **changing** the boundaries of the district of the City of Melville to reflect those shown on the map at Section 2.2 of the Addendum.
2. pursuant to clause 10A (1) (a) of Schedule 2.1 to the Act, that:
 - (a) an order be made, under section 2.2 (1) (d) of the Act, **abolishing** all of the wards into which the district of the City of Melville is divided;
 - (b) **dividing** the district of the City of Melville into wards as shown on the map at page 16 of the Addendum.

[see Act ss 2.1 (1) (a)]
3. pursuant to clause 10A (1) (a) of Schedule 2.1 to the Act, that:
 - (a) the order referred to at para 2 (b) above, which is required to **include** an order **naming** the wards, name the wards: North, West, East, South Wards as shown on the map at page 16 of the Addendum;

[see Act s2.3 (2)]

 - (b) an order be made under s2.18 (3) (c) of the Act:

specifying that the number of offices of councillor for the wards be:

- (i) North: 3 offices of councillor
- (ii) West: 3 offices of councillor
- (iii) East: 3 offices of councillor
- (iv) South: 3 offices of councillor

[see Act s2.18 (3) (b)]

1.2 Inquiries into proposals affecting the Cities of Cockburn and Kwinana

Overview of relevant proposals

Refer to Section 6.8 of the MLGDI Report.

Submissions to the Local Government Advisory Board

Refer to Section 6.8 of the MLGDI Report for discussion of the submissions received in the earlier phases of the Board's consultation process.

As a result of the further call for submissions between 30 August 2014 and 15 September 2014 on the Board's intended recommendation, a further 60 submissions were received.

Submissions were provided to the Board during the advertised public submission periods by local governments, industry groups, local businesses and affected ratepayers. A summary of these submissions is detailed below. Note the following summaries are the position put forward by those making the submission.

Submissions from local government

City of Cockburn

As with Proposal 10, the City of Cockburn supports the Board's current recommendation on the basis that it largely allows for the preservation of the current Cockburn district. It again notes that there would be minimal disruption to Cockburn's community facilities and to its developer contribution scheme.

City of Fremantle

The City of Fremantle opposes any amendments which split the suburb of Hamilton Hill, as it considers the locality in its entirety to have a community of interest in common with the wider Fremantle district.

The City agrees that the Roe Highway reserve east of Stock Road would be a strong, legible boundary that avoids Cockburn's loss of its works depot and consolidates the management of wetlands. However, the Roe Highway reserve west of Stock Road is considered less appropriate as it is subject to future change which could result in the release of land for development, potentially creating a local government boundary that cuts through the middle of development sites. It would also exacerbate the splitting of Hamilton Hill. The retention of Point Walter Reserve by the City of Melville is also seen

as being contrary to the principle of strong, legible boundaries. The City argues that its original Proposal 12 was mindful of leaving suburban localities intact within local government boundaries, while ensuring that a new 'Cockburn-Kwinana' retained facilities of regional importance for its expanded district.

In general, Fremantle argues that the current recommendation further weights current and future population growth to a 'Cockburn-Kwinana' district, exacerbating rather than resolving the issue of imbalance in the size of local governments in the south west metropolitan region.

City of Kwinana

The City of Kwinana's opposition to the current recommendation is principally based on what it considers to be the dilution of Kwinana itself as a distinct community of interest within the proposed new 'Cockburn-Kwinana' entity, with potential for diminished representation considered to create a risk of increasing social disadvantage for its residents. It also notes the potential disparities in population growth of proposed local governments in the region, with a combined 'Cockburn-Kwinana' population by 2031 projected to be three times the size of Fremantle's and twice the size of Melville's.

The City contends that the Cockburn Coast is a contiguous residential community which would be cut in half by the Advisory Board's current proposal.

It also notes that the use of the Roe Highway reserve as a boundary would split the recently gazetted Hamilton Hill redevelopment area, including its planned local centre, between two local governments.

The City believes that the Minister's original Proposal 10/2013 for the Kwinana district would have resulted in minimal disparity between the rate incomes of a 'Fremantle' district and a 'Cockburn-Kwinana' district, of around \$5 million. It claims that the imbalance has progressively increased under subsequent proposals (in favour of a 'Cockburn-Kwinana' local government), to the point where the disparity would be almost \$40 million under the Advisory Board's current recommendation.

Kwinana questions the rationale for this when its debt service ratios are considered excellent (with much of its debt due to prefunding of infrastructure and facilities to be ultimately financed by developer contributions), and both the Cities of Cockburn and Kwinana are already sustainable in their own right. It also notes the growth potential of the region, and the associated increase in revenue streams that will arise from future development, as opposed to the limited growth opportunities in districts to the north.

The City refutes suggestions that a 'Cockburn-Kwinana' district would require the entire Cockburn district in order to compensate for Kwinana's service delivery limitations. It

argues that these suggestions are not factual, and aimed simply at bolstering the case against fragmentation of the City of Cockburn. The City expresses concern that the Board's current recommendation would create significant inequalities between a 'Cockburn-Kwinana' super council and its neighbours that would need to be addressed in the future.

Other submissions

The Cockburn Community Proposal Steering Committee supports the Board's current recommendation on the basis that it prevents most of the current Cockburn district's community linkages and retains key community facilities, allowing for minimal disruption to service delivery.

The Hamilton Hill Community Group shares the concerns of the City of Fremantle regarding the potential split of its location between two local governments. However its preference in terms of service delivery remains the City of Cockburn.

The majority of submissions in support of the Proposal E1 were from Bibra Lake residents, supportive of Bibra Lake industrial area and the North Lake wetlands remaining in the City of Cockburn (or the amended local government) which was argued preserved a strong sense of community of interest. The Cockburn Community Proposal Steering Committee supports the Board's current recommendation on the basis that it preserves most of the current Cockburn district's community linkages and retains key community facilities, allowing for minimal disruption to service delivery.

The Board received 32 individual submissions opposing Proposal E1 mostly from Hamilton Hill residents concerned with the split of its locality between two local governments.

Table 3 - Submissions lodged on intended recommendation 2 for Proposal E1

Origin of submissions	Number of submissions	
	Intended recommendation 2 for Proposal E1	
	For	Against
Local governments	1	2
Stakeholders	2	2
Individuals	21	32
Totals	24	36

Assessment of the amended Cockburn Community Electors Proposal E1

Community of interest

The area includes the majority of the Western Trade Coast Industrial Precinct (only the Rockingham industry zone is not included). Cockburn and Kwinana share similar demographic characteristics and employment profiles and significant population growth to 2050 is expected in both areas. The Board noted the emerging community of interest around the Cockburn Central development which is preserved under the recommendation, and this is a significant consideration given the rapid growth and amenities coming on line in this precinct. Noting the above, the Board considered that overall there would be little impact on communities of interest as a result of the recommended amalgamation.

Physical and topographic features

The boundaries are largely based on the existing local governments. Where new boundaries are being recommended they follow major features where possible, including Phoenix Road, Roe Highway and reservation and airport land. The management of regional parks, wetlands and green belt will be predominantly under one local government which would have positive outcomes. The Board recommends a minor amendment to the southern boundary of the proposal. Rather than extend along Office Road to the coast, an alignment along Patterson Road and extending along Charles Street to the coast was seen as a more logical boundary as it did not split any industrial facility. The Board recommends further boundary amendments to bring the north-western boundary around the Cockburn Coast structure plan and Roe Highway reservation.

Demographic trends

The Board noted no significant differences in the socio-economic character of the areas within the current Cities of Kwinana and Cockburn. The capacity of the local government to service the needs of the growing and changing community would be strong particularly given the current level of effort directed by both local governments to community services. The population would be around 124,000, and forecast to grow to around 222,000 by 2050. The capacity of the local government to deal with rapid population growth would be retained and enhanced.

Economic factors

There is no strategic metropolitan centre in the proposed local government. However the expansion and development growth of secondary activity centres in Cockburn and Kwinana and significant industrial areas will provide considerable economic strength to

this local government. The FSS scores are high (91/87) reflecting the inherent financial strength. Future growth will see ongoing employment opportunities for local communities. The Board acknowledges that both local governments share a focus on the coastal industry strip and the amalgamation ensures that 90% of the Western Trade Coast is within this local government. This should facilitate better coordination with this critical industrial site into the future and deliver benefits to business and clients. The boundary change around the nickel refinery enhances this further. There are strong economic linkages between Cockburn and Kwinana.

The history of the area

Historical connections between Cockburn and Kwinana were noted.

Transport and communication

Extensive transport planning to facilitate integrated road and public transport is evident within the two local governments. Important issues such as the streamlined development of the grain freight network and the interface with the outer harbour development and terminal at Kwinana could be managed and negotiated more effectively between the proposed local government and relevant state agencies. The Board considers the potential for greater integration of transport planning in this district around key transport corridors and growth areas will assist residents and local business into the future. The Board considers that the enhanced capacity to advocate for integrated public transport and manage future port development will be important for this high growth area.

Matters affecting the viability of local governments

The amalgamation improves parity compared to the existing local governments and would result in increased financial sustainability. The FSS score of the City of Kwinana area would be considerably improved under the recommendation, given the new entity FSS of 91 and 87. Financial sustainability would be increased. Given the financial strength of the proposed local government, derived from its strong commercial and industrial sector, and the potential to address sustainability issues and rationalise some duplicated infrastructure assets, the Board considers that the amalgamation would have a positive outcome. The local government would have an increased capacity to partner with and advocate and lobby Commonwealth and State governments for funding for priority projects and services. Cockburn's current developer contribution schemes could largely continue, and similar schemes could be potentially extended across the wider district.

The effective delivery of local government services

The Board believes that the effective delivery of local government services would be maintained and potentially enhanced through the recommended amalgamation. The new entity would have the capacity and resources to deliver services at least to a comparable standard to those currently provided. In the Board's view, the recommendation is highly consistent with improving the capacity of metropolitan local governments to address the challenges in planning for and servicing an increasing population and responding to the changing demands of the community. Major projects identified in community plans could proceed, while capacity to undertake some projects would be enhanced.

Review and recommendations

Based on the feedback received in the consultation period on the intended recommendation, and in light of the analysis and feedback in the previous consultation periods, the Board decided to amend the proposed boundaries further.

The Board resolved to recommend the Cockburn Community Steering Committee Proposal E1 with the following boundary modifications:

1. amending the southern boundary with the City of Rockingham to an alignment along Patterson Road and extending along Charles Street to the Indian Ocean (to the south of the nickel refinery).
2. amending the northern boundary with the City of Fremantle to an alignment along Stock Road; west along Phoenix Road; north along Regina Court; north along Glenister Road; west along Janson Road; extending west to the Manning Park boundary; then south along the Manning Park boundary to Cockburn Road; south east along Cockburn Road to the freight railway line; then north west along the railway line to the intersection of Robb Road and Caledonia Loop; then extends south west to the Indian Ocean.
3. amending the northern boundary with the City of Melville to align with the Roe Highway road reservation and Roe Highway to Karel Avenue and then around the Jandakot Airport to the point where it meets the current City of Cockburn and City of Melville boundary.

In conclusion, the Board considers its recommended boundaries for the Cockburn Kwinana amalgamation to provide the 'best' local government boundaries for this area having considered, among other things, the merits of the various proposals against the prescribed criteria. The outcome of the Board recommendation is considered to be attuned to a good government outcome and in the best interests of local government

and residents and ratepayers in the district. By recommending in favour of the E1 Proposal (albeit amended), a community focused approach is being given preference.

The amended Proposal E1 was highly regarded by the Board against most of the statutory criteria. The amended proposal delivers a strong sustainable local government for Kwinana/Cockburn with increased strategic and financial capability. It is noted that the FSS is significantly higher than the existing Kwinana 70/59. The proposal also decreases the regional disparity of FSS of neighbouring local governments comparative to alternative proposals for the region.

A financially strong local government into the future is essential to effectively manage the level and scale of development occurring in this region. A larger local government will have greater and more effective capacity to partner with Government and the private industry to ensure the best possible outcomes for community. The local government will advocate and plan for a community increasing from 124,000 while delivering improved facilities and amenity, access to public transport, major road connectivity and manage internationally recognised environmental wetlands and green spaces.

The Board's preference for Proposal E1 is aligned with its recommended southern boundary of the recommended City of Fremantle's Proposal 12 (which also includes the transfer of Hamilton Hill in its entirety to City of Fremantle to maintain community of interest links) and recommended (amended) City of Melville Proposal 10. Combined, the Board considers that these proposals would deliver the greatest benefits for local government and communities in the south-west metropolitan region.

Ward structure

The City of Cockburn and the Cockburn Community Steering Committee preference is for a four ward structure. The City of Kwinana did not identify a ward structure for the new entity, however noted its preference for a ward structure aligned with distinct communities of interest.

The Board acknowledges that while there is informal support for a ward structure a formal agreement was not reached between the two local governments on this matter. The Board noted that a district ward structure would support a whole of community approach under the new local government and provide emphasis on growth areas of Cockburn and Kwinana as the priority arises. The Board also noted comparable demographic trends emerging in both districts driven by economic and strong population growth. Therefore the Board recommends that the new entity operate under a district ward.

Representation

The City of Cockburn and the Cockburn Steering Committee identified a preference for 12 offices of councillor for the new local government. The City of Kwinana did not specify a preferred level of representation.

The Board notes 12 offices of councillor would be sufficient to represent the amalgamated populations. The Board therefore recommends the new local government comprise 12 offices of councillor.

Name of the new local government

The City of Kwinana did not initially specify a name for the new local government, stating that the name of the new entity should be developed with community input. The City of Cockburn identified its preference for the new local government to be known as the City of Success. The Cockburn Community Steering Committee identified a number of options for the name of the proposed local government including: City of Cockburn-Kwinana, City of Cockburn Sound, City of Jervoise Bay or a culturally relevant Indigenous name. The Board noted that the City of Kwinana's August 2014 submission identified its preference would be the City of Jervoise Bay.

The Board recommends that the new entity established from the proposed amalgamation of the City of Cockburn and the City of Kwinana be named the City of Jervoise Bay and that it be designated a city. Should the new local government seek to amend its name at a later date, it can do so under Schedule 2.2 clause 5(c) of the Act.

Recommendations

1. The Local Government Advisory Board after formally inquiring into the proposal identified as Proposal 19 recommends pursuant to clause 6 (1)(a) of Schedule 2.1 of the Local Government Act 1995 that the Minister for Local Government **reject** the proposal.
2. The Local Government Advisory Board after formally inquiring into the proposal identified as Proposal 20 recommends pursuant to clause 6 (1)(a) of Schedule 2.1 of the Local Government Act 1995 that the Minister for Local Government **reject** the proposal.
3. The Local Government Advisory Board after formally inquiring into the proposal identified as Proposal 10/2013 recommends pursuant to clause 6 (1)(a) of Schedule 2.1 of the Local Government Act 1995 that the Minister for Local Government **reject** the proposal.

Proposal E1 (Cockburn/Kwinana)

The Local Government Advisory Board (the Board) recommends to the Minister:

1. pursuant to clause 6 (1) (c) of Schedule 2.1 to the *Local Government Act 1995* (Act), that an order be made, under section 2.1 (1) (d) of the Act:
 - (a) **abolishing** the districts of:
 - (i) the City of Cockburn; and
 - (ii) the City of Kwinana;[see Act s2.1 (1) (c)]
 - (b) **declaring** the area of the State comprising:
 - (i) the former district of the City of Cockburn; and
 - (ii) the former district of the City of Kwinana,to be a district (the new district);
[see Act s2.1 (1) (a)]
 - (c) **changing** the boundaries of the new district to reflect those shown on the map at Section 2.3 of the Addendum.

[see Act s2.1 (1) (b)]

2. pursuant to clause 10A (1) (a) of Schedule 2.1 to the Act, that:

- (a) the order referred to at para 1 above, which is required to **include** an order **naming** the new district, name it the City of Jervoise Bay and designate it a city;

[see Act ss 2.1 (1) (a) & s2.3 (1) & 2.4 (1)]

- (b) the order which specifies the number of offices of councillor on the council for the local government of the City of Jervoise Bay, specify that the number of offices of councillor on the council be 12 offices.

[see Act ss 2.1 (1) (a), 2.5 (1) & 2.18 (1) (a)]

1.3 Inquiries into proposals affecting the City of Fremantle and Town of East Fremantle

Overview of relevant proposals

Refer to Section 6.8 of the MLGDI Report.

Submissions to the Local Government Advisory Board

Refer to Section 1.1 and 1.2 of the MLGDI Addendum for discussion of the submissions received in the fourth phase of the Board's consultation process for reference to the impact of proposals on the City of Fremantle and the Town of East Fremantle.

Assessment of the City of Fremantle Proposal 12

Community of interest

This amalgamation proposal (Fremantle, East Fremantle) includes boundary adjustments with Cockburn and Melville. There is a strong community of interest between the residents of Fremantle and East Fremantle and adjacent areas, covering school catchment areas, community groups, cultural and urban heritage and an environmental focus. This is reflected in the community visions of the respective strategic community plans. The plans reflect similar community aspirations and social and environmental values generally. The City of Fremantle is the main activity centre for residents of both East Fremantle and Fremantle and extending the boundary of the City would better reflect the activity centre's catchment area. Demographic characteristics are similar, and both areas are in the same electorates for State and Federal elections. The Board concluded that communities to the south encompassing Hamilton Hill and North Coogee (part), and the east (Bicton and Palmyra) would not be adversely impacted by the proposed boundary changes. The Board is of the view that the proposal will not have an adverse impact on the existing communities of interest, but it is likely that these communities of interest will develop even stronger links under a single local government. The service needs of specific communities of interest, such as seniors, would be well served and the capacity of the local government to engage the community would remain strong.

Physical and topographic features

The most significant physical and topographic features are the Swan River and Indian Ocean to the west. The Board considers it logical for Rottnest Island to be administratively part of the City of Fremantle. The Board considers that it is essential

that this local government continue to include the locality of North Fremantle. The proposed eastern boundary of Stock Road and southern boundary based on Phoenix Road are considered appropriate.

Demographic Trends

Similar socio-economic characteristics are shared between the current City of Fremantle and the areas proposed to be incorporated from East Fremantle and Cockburn. The localities from Melville are slightly different in nature, but their addition would provide greater mix and diversity within the city. The population of the City of Fremantle under this proposal at 63,000, increasing to 71,000 in 2026 and 82,000 in 2050, which means that it would continue to be one of the smallest metropolitan local governments. The Board noted that future potential for infill and sustainable coastal development could facilitate further population growth.

Economic factors

Fremantle is identified as an important strategic centre in Directions 2031 and the City has strategies in place to reinforce its primary centre status. The City of Fremantle has acknowledged that competition from surrounding metropolitan centres such as Booragoon has contributed to economic stagnation. A number of plans propose to enhance the viability of the CBD and provide employment and recreational opportunities into the future. This includes proposals for major capital works in the CBD to build contemporary office space to attract more business and vibrancy into the city centre. A local government with greater capacity is important to support and promote the tourism industry and partner with government agencies to promote Fremantle. The proposal noted that considerable community infrastructure would be transferred to the City of Fremantle and this would need to be taken into account in future financial planning. The proposal consolidates coastal industrial areas which could provide for better land use planning into the future. The Board considers that a consolidated City of Fremantle with greater capacity is necessary to enhance and build the commercial and recreational activity of this iconic centre.

The history of the area

In the Board's view, there are no significant differences in the history of the areas affected by the proposed amalgamation to suggest that a change should not proceed. The boundary change might be seen by some as contributing to a loss of history, but that history will fundamentally remain. Given the historical connections between the City of Fremantle and Town of East Fremantle and adjacent areas the amalgamation is considered to be a positive outcome. While local governments may change, their history will be preserved. It is acknowledged that reform can only be achieved by change and it

follows these changes merely create yet another chapter in local history. The proposal brings together areas with some historical ties and a local government with considerable capacity to ensure local history is accessible for future communities. The history of the area is not considered a major factor in assessing this proposal.

Transport and communication

Fremantle is a key transport focal point as a port and railway and major arterial road terminus. Considerable traffic movements are generated by the port and they disperse through the adjoining suburbs to destinations across the metropolitan region and State. The Board noted potential for greater integration of transport planning in this area around key transport corridors and enhanced capacity to advocate for better transport links. A more coordinated approach would assist residents and local businesses into the future. Greater capacity to plan for improved access to the Fremantle port would be an improved outcome under this proposal.

Matters affecting the viability of local governments

The proposed amalgamation results in a local government with FSS scores around the FSS benchmark of 70 (at 72/ 68), but given the lower base of the City of Fremantle its position is improved under the proposal. Key factors affecting the viability of the proposed local government include a poor operating surplus ratio and asset renewal ratio. While these indicate areas of weakness, the WATC advise that they should not be viewed as an impediment to considering this proposal. The total operating revenue would be in the vicinity of \$100, with rates comprising 51% of total operating revenue. Given the potential to address sustainability issues and rationalise some duplicated infrastructure assets, the Board considers the proposal to have a positive outcome on this criterion.

The effective delivery of local government services

The effective delivery of local government services would be maintained and potentially enhanced by the proposed local government, which would have the capacity and resources to deliver services at least to a comparable standard to those currently provided. The City of Fremantle is going through a transformational change at present, recognising the impact of competing centres such as Booragoon, but it will take some time for the City to have a long term sustainable future. A major consideration is the impact of the significant amount of community infrastructure that would be transferred. The local government would be relatively compact in terms of its size and the geographical spread of the population. The Board considers the proposal is consistent with improving the capacity of metropolitan local governments to address the challenges in planning for and servicing an increasing population. Major projects identified in

community plans could proceed, while capacity to undertake some projects would be enhanced.

Review and recommendations

The Board considered that the City of Fremantle proposal 12 was closest to the 'best' local government boundaries for this area, however some boundary amendments were desirable. The Board accepted Proposal 12 submitted by the City of Fremantle with the following boundary modifications:

1. amending the southern boundary with the City of Cockburn to an alignment from Stock Road west along Phoenix Road; north along Regina Court; north along Glenister Road; west along Janson Road; extending west to the Manning Park boundary; then south along the Manning Park boundary to Cockburn Road; south east along Cockburn Road to the freight railway line; then north west along the railway line to the intersection of Robb Road and Caledonia Loop; then extends south west to the Indian Ocean.
2. amending the eastern boundary with the City of Melville to follow Stock Road north from the Roe Highway road reserve to the intersection of Page Street and then extends north along the Point Walter reserve to the midpoint of the Swan River.
3. amending the northern boundary with the Town of Mosman Park to an alignment following McCabe Street to the Leighton Beach footbridge overpass.

The Board considered that there were considerable advantages to a modified Proposal 12 which could deliver long term benefits to the communities of East Fremantle and Fremantle and the broader population in recognition of Fremantle's regional status. The significant growth potential arising from the Cockburn Coast development was particularly advantageous.

The Board noted the WATC financial sustainability assessment rated modified Proposal 12 as more financially sustainable than the similar Minister's Proposal 09/2013, with a FSS of 72/ 68 for the former compared to 60/60 of the latter. The Board acknowledged Fremantle's identification as a strategic activity centre as a critical factor in assessing the merits of Proposal 12 and the ability of a local government under this Proposal to deliver the objectives as outlined in *Directions 2031 and Beyond*. The communities that identify and align with the port City identified more strongly under Proposal 12, evident in the similar values and community aspirations of the local governments of Fremantle and East Fremantle.

The Board recognised the future in-fill of Fremantle and the higher densities possible under Directions 2031 will generate economic activity and the further critical mass

necessary to build Fremantle as a strategic activity centre. The Board saw opportunities and benefits related to building the capacity of the City of Fremantle such that initiatives such as the CAT bus services and economic development could potentially be extended across the wider area. The Board's view is that the increased capacity generated from the merging the two local governments and amending the southern boundary will contribute to building a City of Fremantle with greater capacity to plan holistically for the port area and the suburbs with similar heritage characteristics and community values.

Ward structure

The City of Fremantle's preference is for a six ward structure. The Town of East Fremantle did not identify a ward structure for the new entity, however indicated a preference that the existing district be retained as a ward in the new local government.

The Board acknowledges that both local governments support a ward structure however a formal agreement was not reached between the two local governments on this matter.

It is the Board's view that equitable representation and engendering a whole of council approach is enhanced by a district ward structure. The Board noted strong communities of interest between both districts and a shared focus on environmental sustainability and heritage which may be further supported under a district ward structure.

The Board therefore recommends that the amalgamated entity operate under a district ward structure.

Representation

The Town of East Fremantle did not identify its preferred representation level. The City of Fremantle resolved to have 12 offices of councillor, plus a popularly elected mayor.

The Board considered the City of Fremantle's preferred representation and as it is the recommended proposal, the Board resolved to recommend the amalgamated local government have a total of 12 offices of councillor.

Name of the new local government

The City of Fremantle resolved that the new entity be named the City of Fremantle. The Town of East Fremantle did not submit a reform proposal to the Board or identify a preference for the name of a local government under an amalgamation.

The Board therefore recommends that the district be referred to as Fremantle and that it be designated a city. The Board recommends that the new entity established from the proposed amalgamation of the City of Fremantle and the Town of East Fremantle be named the City of Fremantle.

Recommendations

1. The Local Government Advisory Board after formally inquiring into the proposal identified as Proposal 09/2013 recommends pursuant to clause 6 (1)(a) of Schedule 2.1 of the *Local Government Act 1995* that the Minister for Local Government **reject** the proposal.

Proposal 12 (Fremantle/East Fremantle)

The Local Government Advisory Board (the Board) recommends to the Minister:

1. pursuant to clause 6 (1) (c) of Schedule 2.1 to the *Local Government Act 1995* (Act), that an order be made, under section 2.1 (1) (d) of the Act:
 - (a) **abolishing** the current districts of:
 - (i) the Town of East Fremantle; and
 - (ii) the City of Fremantle;[see Act s2.1 (1) (c)]
 - (b) **declaring** the area of the State comprising:
 - (i) the former district of the Town of East Fremantle; and
 - (ii) the former district of the City of Fremantle,to be a district (the new district);
[see Act s2.1 (1) (a)]
 - (c) **changing** the boundaries of the new district to reflect those shown on the map at Section 2.4 of the Addendum.
[see Act s2.1 (1) (b)]
2. pursuant to clause 10A (1) (a) of Schedule 2.1 to the Act, that:
 - (a) the order referred to at para 1 above, which is required to **include** an order **naming** the new district, name it the City of Fremantle and designate it a city;
[see Act ss 2.1 (1) (a) & s2.3 (1) & 2.4 (1)]

- (b) the order which specifies the number of offices of councillor on the council for the local government of the City of Fremantle, specify that the number of offices of councillor on the council be 12 offices.

[see Act ss 2.1 (1) (a), 2.5 (1) & 2.18 (1) (a)]

1.4 Inquiries into proposals affecting the City of Canning and City of Gosnells

Overview of relevant proposals

Refer to Section 6.7 of the MLGDI Report.

Submissions to the Local Government Advisory Board

Refer to Sections 1.1 and 1.2 of the MLGDI Addendum for discussion of the submissions received in the fourth phase of the Board's consultation process for reference to the impact of proposals on the City of Canning and City of Gosnells.

Assessment of the City of Gosnells' Proposal 18

Community of interest

There are some community of interest links between Canning and Gosnells, but there is also a tendency for northern parts of the affected area to have some links with Victoria Park, southern parts to have some links to Armadale, and western parts to have some links with Melville. Points to note include:

- Canning and Gosnells are linked by major transport routes, including Albany Highway and Armadale railway.
- Industry of employment and journey to work patterns of Canning and Gosnells are relatively similar.
- The local intake area of the Rossmoyne and Willetton high schools overlap into the City of Melville.
- The areas receive different local community newspapers.
- The area is split across different Legislative Council electoral regions (as is the City of Gosnells).
- Canning and Gosnells are located within different Federal electorates.

While of themselves these observations do not provide a compelling argument for an amalgamation of Canning and Gosnells, the Board can see no compelling points of difference in community of interest to suggest that an amalgamation should not proceed.

Given the vision in the City of Canning for *connecting and supporting people; a connected and inclusive community*, and in the City of Gosnells for *a vibrant City with a*

strong community identity and harmonious community, the Board believes there is a basis for a compatible merger. The capacity of the local government to engage the community would be strong. The service needs of specific communities of interest would be well served.

Physical and topographic features

The City of Canning is focused on the localities around the Canning River, so the Canning River is not so much a boundary feature as a uniting feature. The City noted that events of cultural significance to its community are held on the foreshore. Leach Highway provides a strong new boundary in the north. Most of the perimeter boundary is based on the existing boundaries of Gosnells. The proposed boundary is not considered by the Board to affect the capacity of the broader community to access services and would enhance the capacity of the local government to service the community.

Demographic trends

The Board can see no compelling points of difference in the demographic details of the localities affected by the proposed boundary change. Demographic trends are not considered a major factor in assessing this proposed local government. The Board considers that the capacity of the local government to service the needs of the growing and changing community would be strong.

Economic factors

With a focus on the strategic activity centre of Cannington and secondary centre of Maddington, the impact of the proposed boundary change on economic factors is considered to be positive, reinforcing the capacity of the local government to service a socially and economically diverse community. The attention to economic development in the respective strategic plans, the City of Canning's Economic Development Strategy, and the facilities for small business, could be built upon to facilitate economic growth and investment across the broader area. The proposal is consistent with facilitating the objectives of the State Government's *Directions 2031 and Beyond* planning framework. There are strong economic linkages between Canning and Gosnells, and the Board considers the strength and commonality of economic factors a positive dimension to the proposed boundary change.

The history of the area

The proposed merger might be seen by some as contributing to a loss of local history, but that history will fundamentally remain. While local governments may change, their history will be preserved. It is acknowledged that reform can only be achieved by change and it follows these changes merely create yet another chapter in local history. In the

Board's view, there are no significant differences in the history of the areas to suggest that the proposed merger should not proceed. The history of particular communities and local governments would not be lost. The history of the area is not considered a major factor in assessing this proposal.

Transport and communication

The Board anticipates that the work commenced by the City of Canning on an Integrated Transport Strategy will provide a basis for better transport planning in the larger area. There is also an advantage in having a major part of Albany Highway located within one City. The boundary change is considered to offer transport benefits to residents and businesses of the area and offers the potential for improved access to services by the community.

Matters affecting the viability of local governments

According to the WATC analysis, the proposed boundary change had a positive impact for the Canning area by reducing the significant FSS differential between the two local governments. Given the financial strength of the proposed local government, and the potential to address sustainability issues and rationalise some duplicated infrastructure assets, the boundary change is considered by the Board to be a positive outcome on this criterion.

The effective delivery of local government services

The Board considers that the effective delivery of local government services would be maintained and potentially enhanced by the proposed local government, which would have the capacity and resources to deliver services at least to a comparable standard to those currently provided. The local government would be relatively compact in terms of its size and the geographical spread of the population. The capacity of the local government to service the community would be strong. The proposal is consistent with improving the capacity of metropolitan local governments to address the challenges in planning for and servicing an increasing population and responding to the changing demands of the community. Major projects identified in community plans could proceed, while capacity to undertake some projects such as the development of the Cannington strategic activity centre would be enhanced.

Review and recommendations

After completing its Inquiries the Board recommended a change to the local government arrangements in the Canning and Gosnells districts. The financial sustainability scores for the prospective entities created by the proposals are strong. Each proposal has an activity centre focus, and this is consistent with facilitating the objectives of the State Government's *Directions 2031 and Beyond* planning framework in building activity centres. This being the case, the Board considered that the Canning Proposal 7 and Gosnells Proposal 18 as presented constituted the preferred local government boundaries for the area, and the final matter to determine was one of boundary change or amalgamation. Both proposals come from local government and in this respect they reflect a local preference rather than a State Government preferred outcome.

In concluding its Inquiries, and in the interests of good government and the best interests of local government in the district and its residents and ratepayers, the Board has decided to recommend in favour of Gosnells Proposal 18 as amended by Melville Proposal 10. The Board notes that the City of Canning no longer supports its Proposal 7. The Board's conclusion is that the City of Gosnells has the capacity to manage the merger process. The Board elected for boundary change as the merger mechanism as this was the option put forward by the City of Gosnells.

The consolidation of these local governments should be considered a positive for the further development of the Cannington strategic metropolitan centre. A regional benefit derives from having fewer local governments in the Perth region, with flow on effects expected for residents and ratepayers generally, as well as the regional economy and regional environment. The local benefits to residents and ratepayers are expected to include better services and it is anticipated a reduction in administration costs in the medium to longer term. The ratio of elected members per elector will likely increase so there may be a concern among electors that there will be less access to elected representatives; a place management approach or similar may go some way to addressing this concern.

The recommended boundaries for the new City of Gosnells are based on the merger of the two entities with the following amendments noted:

1. Transfer of area north of Leach Highway, comprising portion of Bentley, St James, Welshpool, Wilson, to the new City of South Park as per proposal 13.
2. Transfer of Welshpool (north of Orrong Road) to the merger of the City of Belmont and Shire of Kalamunda as per proposal 8.

3. Transfer of areas generally west of Vahland Avenue being Rossmoyne and part of Riverton, Shelley and Willetton and part Canning Vale and Leeming to the City of Melville as per modified proposal 10

The Board considers that the recommended boundary of Vahland Avenue is a compromise between retention of the existing boundary and the Nicholson Road/High Road boundary proposed by Melville, and the Willeri Drive boundary proposed by the Minister. The Board notes that Vahland Avenue was the proposed boundary in the Minister's July 2013 announcement.

Ward Structure

The Board notes that a formal agreement was not reached between the two local governments on this matter (the City of Gosnells' preference is for a district ward, however the City of Canning did not advise of its preference.) The Board notes that the City of Gosnells currently operates with a district ward and that this will continue when the two local governments merge.

Representation

The City of Gosnells will continue with 12 offices of councillor. The City of Canning did not specify its preferred level of representation for the merged entity.

The City of Gosnells' 12 councillors will be retained and will continue to represent the enlarged local government leading up to the 2015 local government elections. The current Commissioners will continue at the City of Canning until it is abolished on 30 June 2015.

Offices of councillor at the City of Gosnells that expire in 2017 will see out their terms. Offices of councillor at the City of Gosnells that expire in 2015 will be contested at the October 2015 local government elections.

Name of the new local government

As there is no agreement between the City of Canning and the City of Gosnells on a preferred name for the merged entity, the Board notes that the corporate name and designation of the City of Gosnells will be retained. Should the City of Gosnells seek to amend its name at a later date, it can do so under Schedule 2.2 clause 5(c) of the Act.

Recommendations

1. The Local Government Advisory Board after formally inquiring into the proposal identified as Proposal 7 recommends pursuant to clause 6 (1)(a) of Schedule 2.1 of the Local Government Act 1995 that the Minister for Local Government **reject** the proposal.
2. The Local Government Advisory Board after formally inquiring into the proposal identified as Proposal 07/2013 recommends pursuant to clause 6 (1)(a) of Schedule 2.1 of the Local Government Act 1995 that the Minister for Local Government **reject** the proposal.

Proposal 18 (Canning/Gosnells)

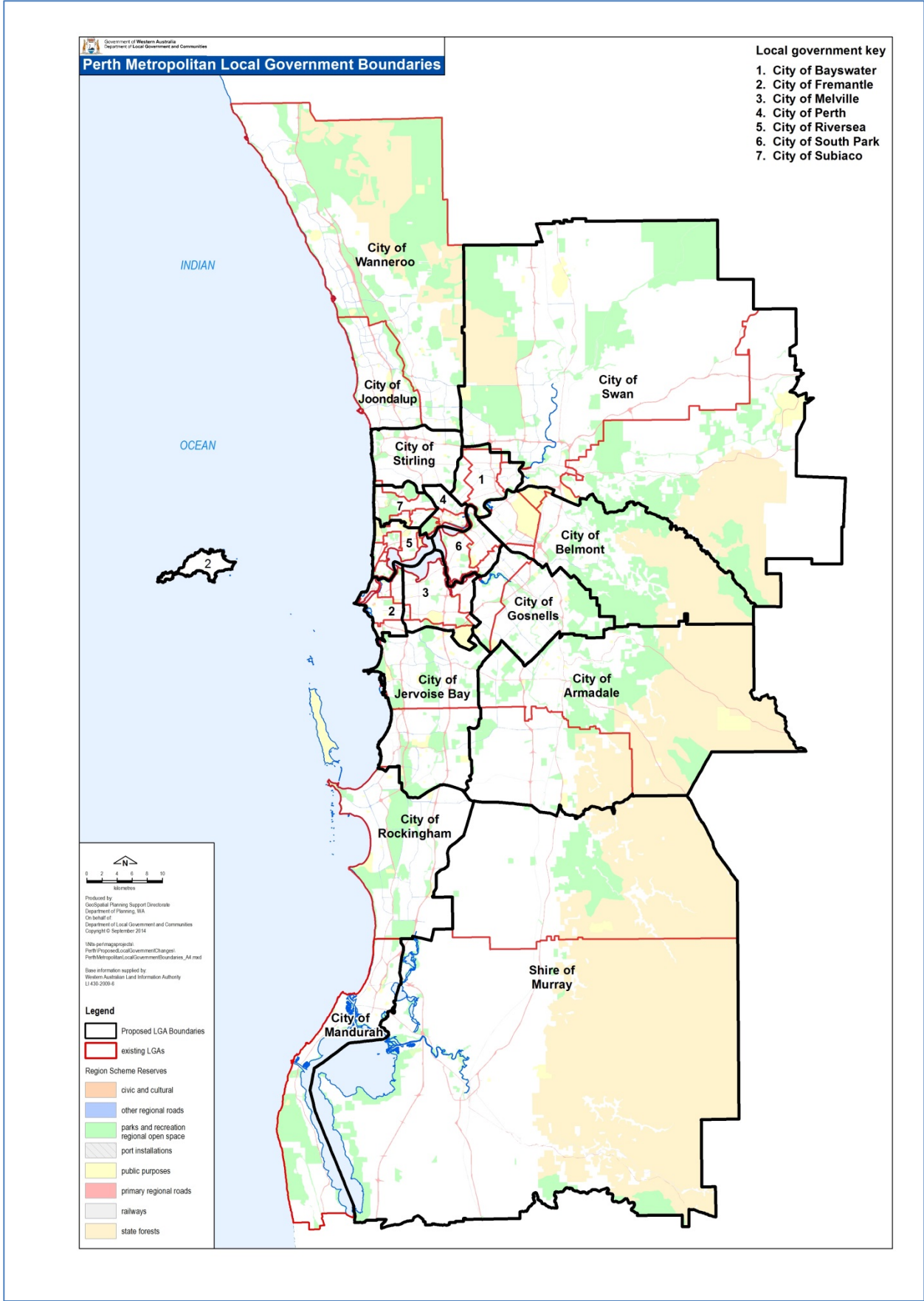
The Local Government Advisory Board (the Board) recommends to the Minister:

1. pursuant to clause 6 (1) (c) of Schedule 2.1 to the *Local Government Act 1995* (Act), that an order be made, under section 2.1 (1) (d) of the Act:
 - (a) **abolishing** the current district of the City of Canning;
[see Act s2.1 (1) (c)]
 - (b) **changing** the boundaries of the City of Gosnells to reflect those shown on the map at Section 2.5 of the Addendum.
[see Act s2.1 (1) (b)]
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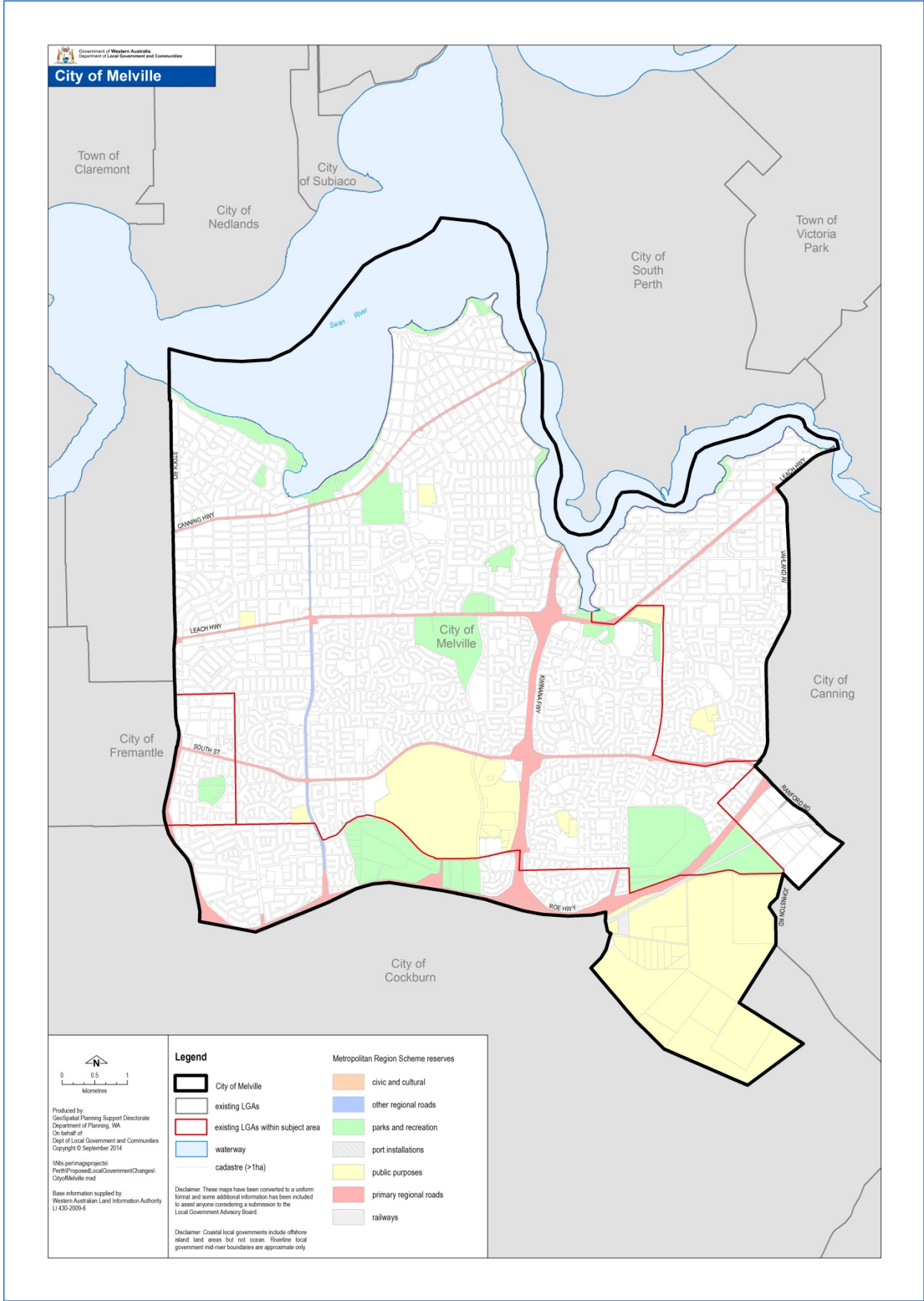
2. Maps of Board's Recommendations

Please note that individual maps can be downloaded separately from the Board's website: dlgc.wa.gov.au/MetroInquiries

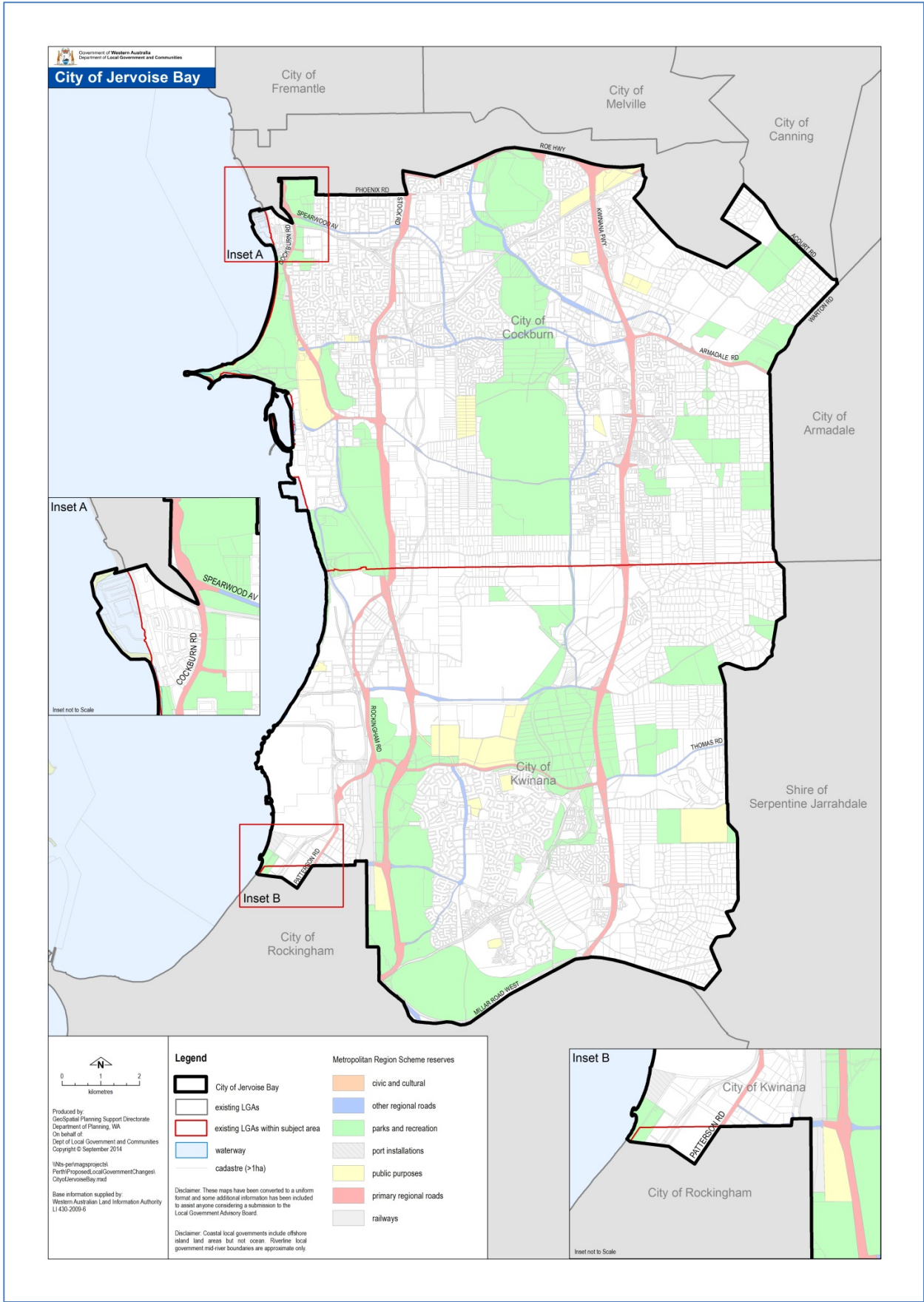
2.1 Metropolitan area



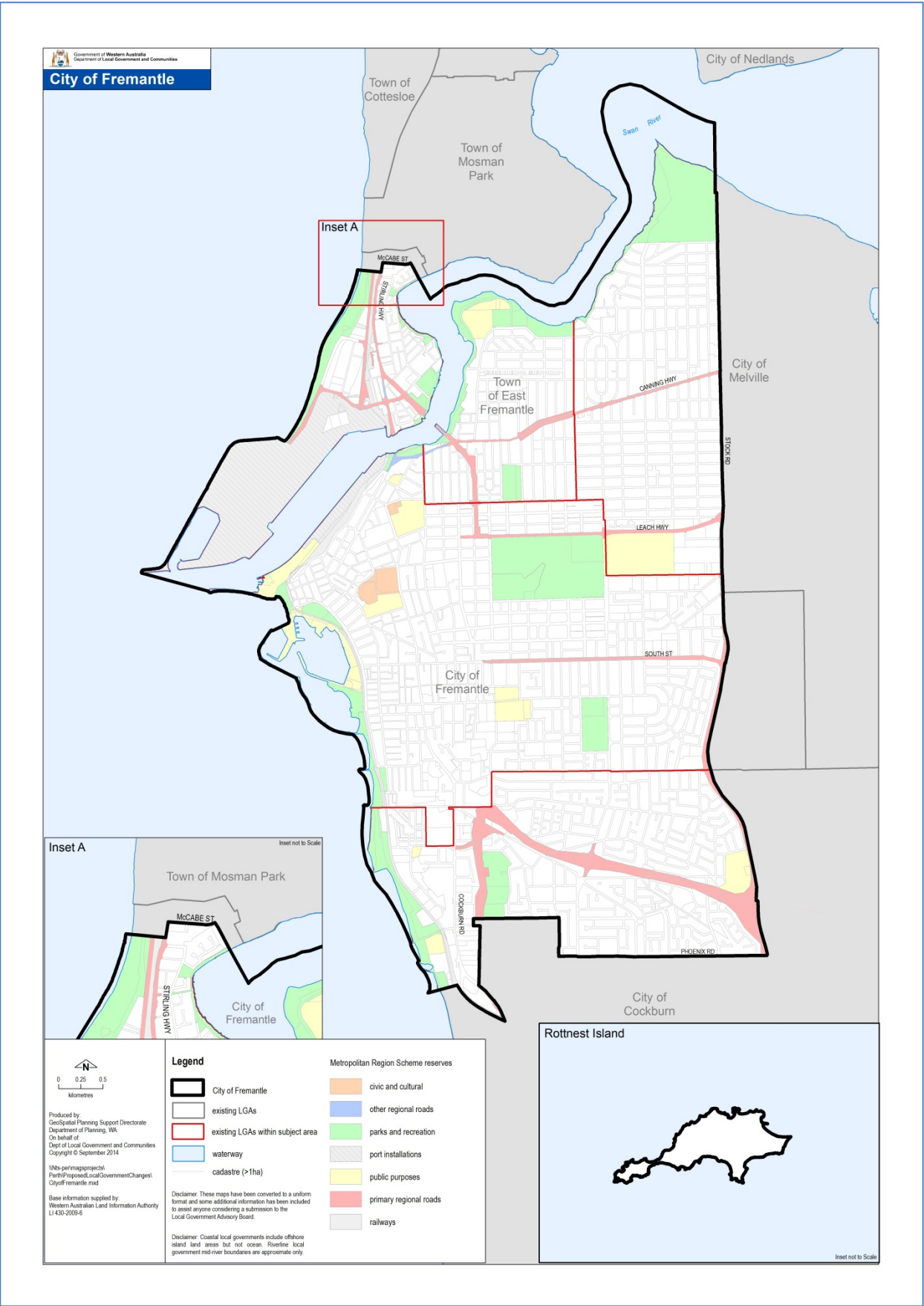
2.2 City of Melville



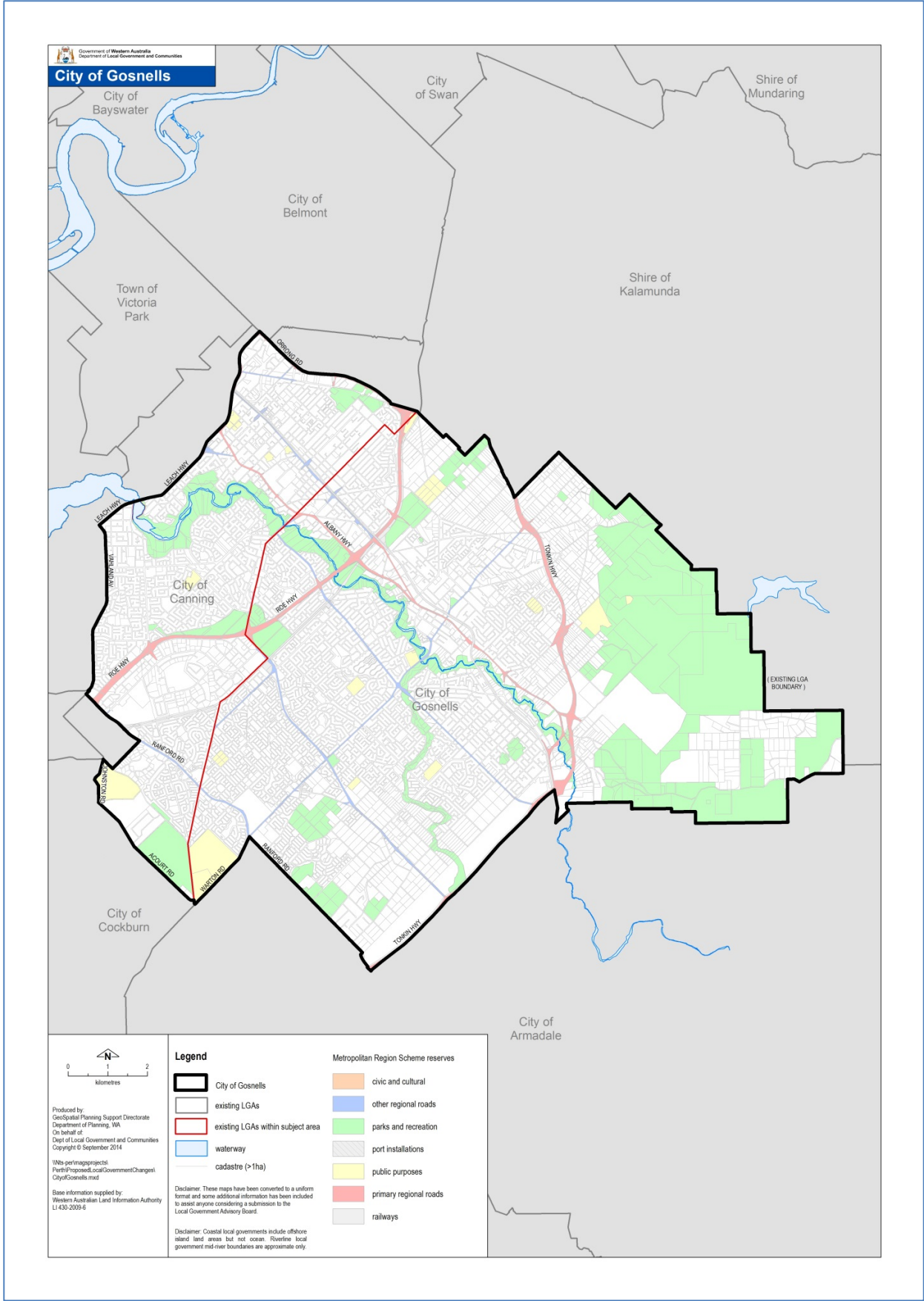
2.3 City of Jervoise Bay



2.4 City of Fremantle

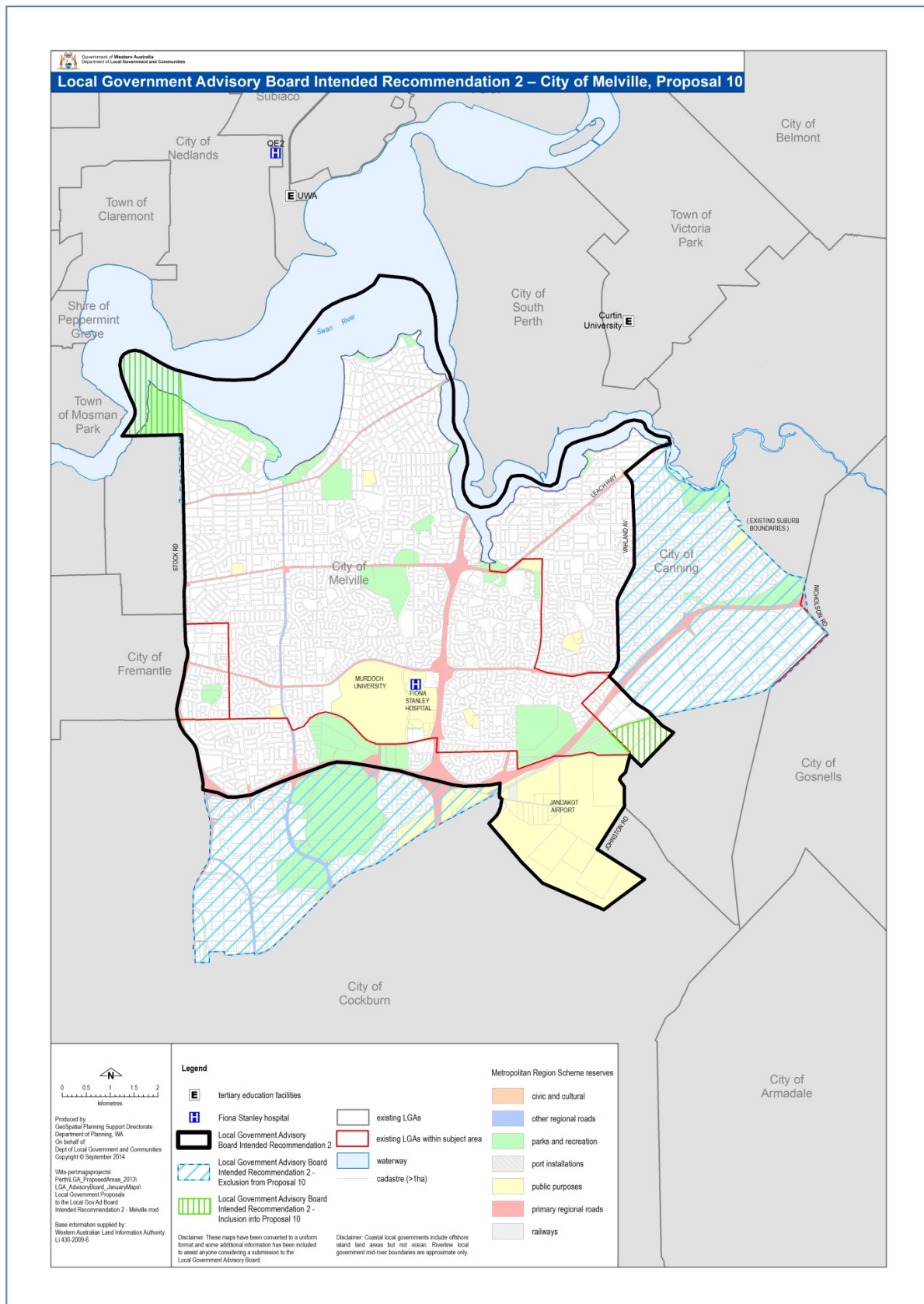


2.5 City of Gosnells

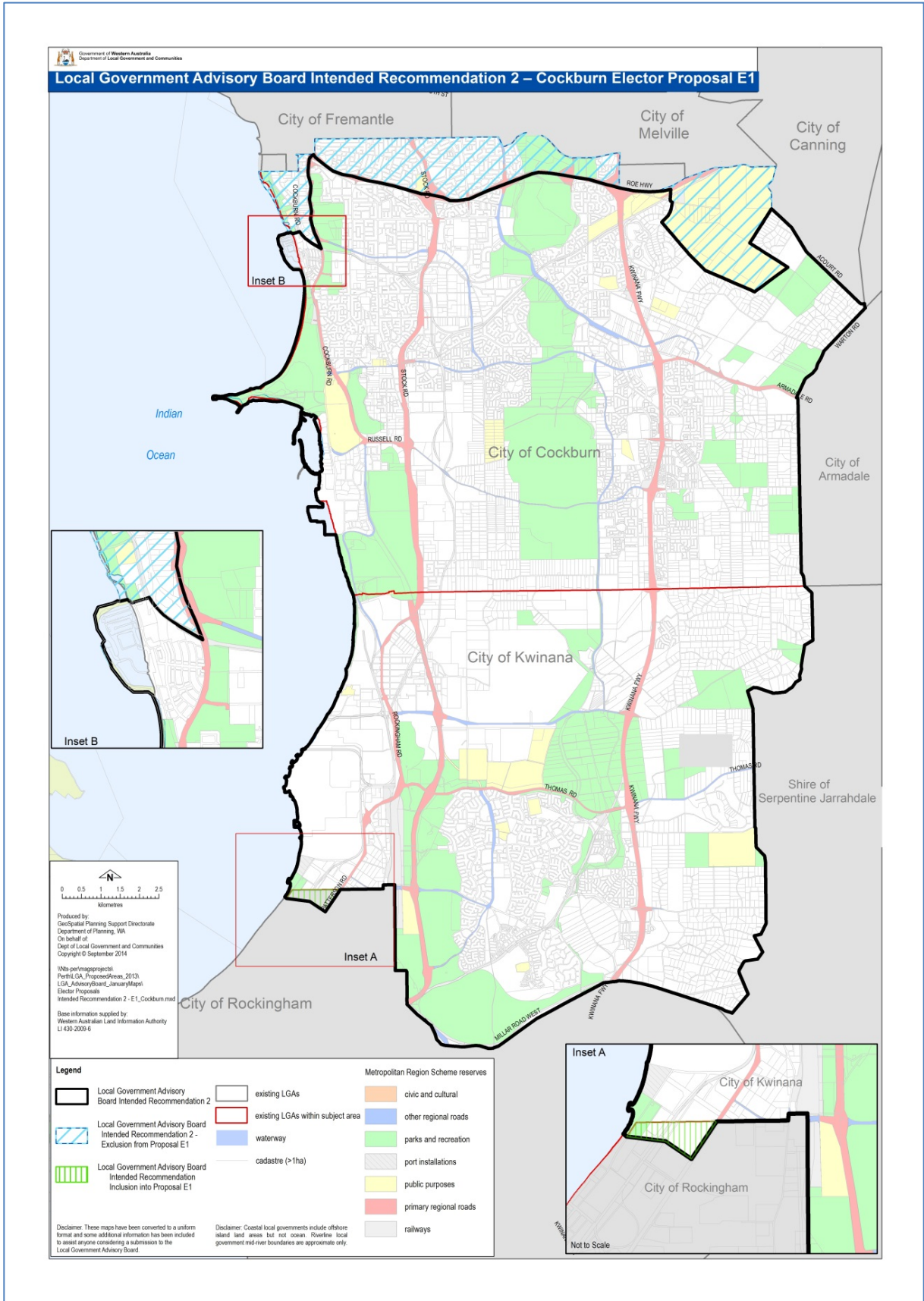


3. Maps of Board's Intended Recommendations (2)

3.1 Proposal 10 – City of Melville



3.2 Proposals E1 – Cockburn Community Steering Committee



4. Tables containing key local government information

Table 4 - Key information on new metropolitan local governments

Key information	City of Armadale	City of Bayswater	City of Belmont	City of South Park	City of Perth	City of Subiaco	City of Riversea
Population 2015	101,787	116,890	96,752	92,800	59,319	57,806	54,976
% variation from 100,000 in 2015	2%	17%	-3%	-7%	-41%	-42%	-45%
Population 2026	139,479	125,126	109,461	106,500	75,569	63,138	58,129
Population 2050	208,587	135,739	122,249	136,500	95,501	71,864	62,282
Activity Centres: Strategic (bold), Secondary, Specialised	Armadale	Morley	Belmont (Secondary), Perth airport (specialised)	Victoria Park (Secondary), Curtin Uni (specialised)	Perth , Leederville (Secondary)	Subiaco (Secondary)	Claremont (Secondary), QEII & UWA (specialised)
Future industrial sites	Forrestdale, West Mundijong, Cardup	None	Forrestfield	None	None	None	None
Additional dwelling Target (D2031)	45,200 to 63,600	11,500 +	16,500 to 19,500	18,900	17,600	No data	No data
Operating Surplus	0.10	0.423	0.11	-0.06	0.121	0.13	0.16
Current ratio 2013	1.59	1.6	1.22	1.55	0.859	1.36	1.51
WATC Ratio Profile	Very well balanced	Pronounced improvement	Well balanced	Mostly well balanced	Well balanced	Well balanced	Very well balanced
WATC Financial Sustainability Score 2010-13	92	91	83	68	80	85	96
WATC Financial Sustainability Score 2010-17	94	81	83	75	85	86	92
Area (sq.km) (includes river)	809.2	58	375.6	52.6	25.9	37	43.4

Table 1 cont. - Key information on new metropolitan local governments

Key information	City of Swan	City of Stirling	Shire of Murray	City of Melville	City of Jervoise Bay	City of Fremantle	City of Gosnells
Population 2015	162,583	188,559	23,200	127,305	123,852	63,473	209,601
% variation from 100,000 in 2015	63%	84%	N/A	11%	24%	-37%	109%
Population 2026	202,725	206,553	No data	128,809	158,553	70,587	236,636
Population 2050	270,759	235,232	No data	130,658	221,781	82,029	281,438
Activity Centres: Strategic (bold), Secondary, Specialised	Midland , Ellenbrook (Secondary)	Stirling , Karrinyup (Secondary), Mirrabooka (Secondary)	Pinjarra	Booragoon (Secondary), Murdoch, Jandakot Airport (specialised)	Cockburn Central (Secondary), Kwinana (Secondary), Jandakot Airport (specialised)	Fremantle	Cannington , Maddington (Secondary)
Future industrial sites	Whiteman, Bullsbrook, North Ellenbrook, Hazelmere south	None	Nambeelup, West Pinjarra	None	Jandakot Airport, Latitude 32, Postans	None	Canning Vale; Maddington Kenwick Strategic Employment Area
Additional dwelling Target (D2031)	No data	No data	No data	No data	No data	No data	No data
Operating Surplus	0.06	0.05	0.06	0.00	0.12	0.04	0.07
Current ratio 2013	1.43	3.178	1.15	0.91	1.02	1.39	1.62
WATC Ratio Profile	Strong	Relatively strong	Above benchmark for most key ratios	Marginally less balanced than the existing	Exceptionally well balanced	Stronger than existing Fremantle	Reasonably balanced
WATC Financial Sustainability Score 2010-13	85	88	63	73	91	72	81
WATC Financial Sustainability Score 2010-17	82	87	65	77	87	68	73
Area (sq.km) (includes river)	1,677.70	87.4	2,437	83.14	248.15	57.05	170.19

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Local Government Advisory Board Metropolitan Local Government District Inquiries Report Addendum is available for viewing and download from the Department of Local Government and Communities website: www.dlqc.wa.gov.au

For more information, please contact:

Department of Local Government and Communities
Gordon Stephenson House, 140 William Street, Perth WA 6000
GPO Box R1250, Perth WA 6844
Telephone: (08) 6551 8700 Fax: (08) 6552 1555
Freecall: 1800 620 511 (Country only)
Email: info@dlqc.wa.gov.au Website: www.dlqc.wa.gov.au

Translating and Interpreting Service (TIS) – Tel: 13 14 50