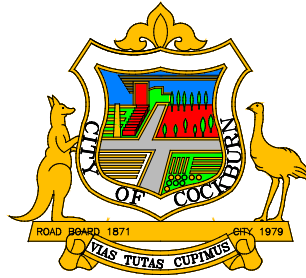


CITY OF COCKBURN



SPECIAL COUNCIL MEETING

AGENDA PAPER

FOR

THURSDAY, 29 SEPTEMBER 2016

CITY OF COCKBURN

SUMMARY OF AGENDA TO BE PRESENTED TO THE SPECIAL COUNCIL MEETING TO BE HELD ON THURSDAY, 29 SEPTEMBER 2016 AT 6:00 PM

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CITY OF COCKBURN

AGENDA TO BE PRESENTED TO THE SPECIAL COUNCIL MEETING TO BE HELD ON THURSDAY, 29 SEPTEMBER 2016 AT 6:00 PM

1. DECLARATION OF MEETING

2. APPOINTMENT OF PRESIDING MEMBER (If required)

3. DISCLAIMER (To be read aloud by Presiding Member)

Members of the public, who attend Council Meetings, should not act immediately on anything they hear at the Meetings, without first seeking clarification of Council's position. Persons are advised to wait for written advice from the Council prior to taking action on any matter that they may have before Council.

4. ACKNOWLEDGEMENT OF RECEIPT OF WRITTEN DECLARATIONS OF FINANCIAL INTERESTS AND CONFLICT OF INTEREST (by Presiding Member)

5. APOLOGIES & LEAVE OF ABSENCE

6. PUBLIC QUESTION TIME

7. DECLARATION BY COUNCILLORS WHO HAVE NOT GIVEN DUE CONSIDERATION TO MATTERS CONTAINED IN THE BUSINESS

8. PURPOSE OF MEETING

8.1 (SCM20160929) - PURPOSE OF MEETING

The purpose of the meeting is to consider:

Submission to Local Government Advisory Board (LGAB) on the Proposal to Transfer the Suburb of Hamilton Hill and a Portion of the suburb of North Coogee from the City of Cockburn to the City of Fremantle.

9. COUNCIL MATTERS

9.1 (SCM20160929) - LOCAL GOVERNMENT ADVISORY BOARD SUBMISSION ON HAMILTON HILL AND NORTH COOGEE PROPOSED BOUNDARY CHANGE(089/004) (S CAIN) (ATTACH)

RECOMMENDATION

That Council:

- (1) adopts the attached submission and forwards it to the Local Government Advisory Board (LGAB);
- (2) makes copies of the submission available in the City's libraries, Seniors and Administration centres; and
- (3) acknowledges the support received from groups that have provided a submission to the LGAB seeking the retention of the suburbs of Hamilton Hill and North Coogee within the district of Cockburn.

COUNCIL DECISION

Background

The submission attached to this report deals with a community proposal for a boundary change that was lodged with the Local Government Advisory Board in June 2016. The submission reflects the strong objections the City has received to this proposal and outlines why residents would be disadvantaged if it proceeded.

Submission

N/A

Report

Council has been dealing with the issue of Local Government Reform since 2009, however, with the end of the Metropolitan Local Government Inquiry process in February 2015 it had been expected by most that this would have concluded this issue.

At the time that process was coming to an end, residents at the Annual Cockburn Electors meeting, held on Tuesday 3 February 2015, moved the following motion:

“That in the event the Town of East Fremantle poll votes against the amalgamation, the Hamilton Hill Community Group and the Coogee Beach Progress Association request that the City of Cockburn take the necessary steps for the suburbs of Hamilton Hill and part of North Coogee to remain under the City of Cockburn.”

Council acted on this request and eventually Governors Order’s for boundary changes were rescinded; however, the clear view of Hamilton Hill and North Coogee residents at that time was there was no support for a boundary change with the City of Fremantle.

In December 2015 and January 2016, articles appeared in local newspapers advising that a resident (Mr Adin Lang) was seeking support to modify the City’s boundaries. Following publication of these articles the matter was raised at the 2016 Annual Electors meeting held on Tuesday 2 February 2016. The Coogee Beach Progress Association requested:

“That the City of Cockburn takes the necessary action to oppose the petition prepared by Mr Adin Lang and to take action to retain the suburbs of Hamilton Hill, North Coogee and Coogee within the boundaries of the City of Cockburn, should a petition be lodged with the Local Government Advisory Board (LGAB).”

Subsequently at its Ordinary Council meeting in March 2016, City of Cockburn Council resolved:

“That Council upon notification from the Local Government Advisory Board (LGAB) of any community initiated or other proposal to transfer all or any part of the localities of Hamilton Hill, North Coogee or Coogee from the City of Cockburn to the City of Fremantle:

(1) formally resolves to strongly oppose the proposal and prepares a submission which contains information extracted and updated from the Cockburn Community Steering Group’s (CCSG) submission made to the LGAB during the 2014 Metropolitan Local Government Reform process as it relates to the areas affected by any proposal; and

(2) ensures an immediate community engagement program is commenced to include all residents, businesses and community based organisations within the areas directly affected by any proposal, seeking widespread community rejection of any proposal.”

With further advice in the media that Mr Lang was continuing to seek support for his proposal; in a late agenda item to the May 2016 Ordinary Council Meeting Council made a further resolution:

“That Council approves the allocation of up to \$50,000 from Account No OP 9710 towards any direct costs associated with the City of Cockburn response to the community initiated proposal seeking to transfer the suburbs of Hamilton Hill and North Coogee to the City of Fremantle, as reported in the “Cockburn Gazette” on 3 May 2016 and the “Fremantle Herald” on 7 May 2016.”

In early June the City received formal advice from the LGAB that a boundary proposal had been lodged with it in late May 2016, with the LGAB, subsequently resolving to conduct a formal Inquiry in accordance with the Local Government Act (the Act). The LGAB advised that the proposal had been signed by just over 250 electors, the minimum number required for the proposal to be valid.

Given the proposal would impact over 11,000 residents, the City undertook a ReachTEL poll on 7 July 2016. The poll of 711 residents, covering the affected areas found 64.2% of residents supported remaining part of the Cockburn District. Indeed, only 17.5% of residents supported a move to Fremantle.

With limited community support for a change, the City’s Mayor and Chief Executive Officer (CEO) met with their Fremantle counterparts to discuss the issue. A recommendation to reject the community proposal was subsequently put to the Fremantle City Council by its CEO. While noting that there was some support for a boundary change within their Council, they resolved (in part):

“That it does not see value in proceeding with the Greater Fremantle proposal at this time.”

Submission.

The City’s submission addresses the key elements required under Schedule 2.1 of the Act, being:

- Community on interest;
- Physical and topographic features;
- Demographic trends;
- Economic factors;
- History of the area;
- Transport and communication
- Matters affecting the viability of local governments; and
- Effective delivery of local government services.

While there are observations made under each of these points, the key elements of the submission are:

Community. No community group has come out in support of the proposal. While individuals had signed it, they only represented 0.025% of the affected population. However, independent polling showed strong opposition to the proposal, which mirrored the result of a previous referendum. Community groups that had advised the City they were making a submission; were doing so because of the solid support (financial, facilities and development) that the City had given them over a long period of time. These groups have received a significant amount of funding from the *Cockburn Community Fund* and would no longer be eligible for this.

Landscape. The proposal would split critical infrastructure (eg Port Coogee groundwater interception drain), as well as strategies for management of the ecosystem (water, bushfires, conservation reserves) and for urban planning (Phoenix revitalisation).

Demographic. The profile of the area does not match that of Fremantle. North Coogee does not resemble any part of Fremantle and, through Cockburn’s revitalisation planning and investment; Hamilton Hill is continuing to be improved. Of concern, service provision to Aboriginal residents located across the City’s northern suburbs would be detrimentally impacted. With no equivalent services provided by the City of Fremantle, this demographic group would be disadvantaged.

Economic. Through 2015-18 the City has committed \$7.5M in projects for Hamilton Hill and North Coogee, with many of these unfavourably impacted if there was a boundary change. The City’s Developer

Contribution framework would suffer multi-million dollar shortfalls, leaving the cities of Fremantle and Cockburn to pick this up. Differences in waste services (3 bin service in Cockburn) and security patrols (not offered in Fremantle) would see residents get a lower level of service.

History. Following the split of Cockburn from the original district of Fremantle, the City has developed its own identity. Groups with long association to the City, such as the RSL (93 years), Coogee Beach Residents Association (63 years) and Cockburn Cultural Council (43 years) have advised the City they did not support the boundary change.

Transport. Dealing with transport related issues is the number one priority of our residents. The City's \$118M road network improvement plan includes projects in Hamilton Hill and North Coogee. It is uncertain if the City of Fremantle could deliver this infrastructure. This places road and other investment by the City of Cockburn plans for community infrastructure in the area, at risk.

Viability. As the net income derived from Hamilton Hill and North Coogee is less than the expenditure required to service this area, the City of Fremantle would either have to increase rates or reduce service levels. Fremantle would also inherit more than \$4M in outstanding debt obligations. (More commentary on this issue is contained in the Budget/Financial Implications section of this report).

Service Delivery. A key argument of the community proposal had been that local residents made substantial use of services in Fremantle. The submission shows this not to be the case; however, it also shows services Fremantle resident's use that is provided by Cockburn. Of significance is the impact the proposal would have on the City's Aged Care service. This service, located in Hamilton Hill, could not be transferred to the City of Fremantle; leaving Cockburn the only short-term option of continuing to run this in another local government's district. The community proposal also took no account of the need for civic infrastructure, which would impact the capacity of Fremantle to continue delivering services to residents.

Conclusion.

There is also some cynicism surrounding the objectives behind the community proposal. When confronted with opinion polling showing little support for the proposal, its instigator approached the City's Mayor offering to amend the submission as long as Cockburn agreed to his property being included in a boundary transfer. This demonstrated a fundamental lack of understanding about the process and purpose of making a proposal to the LGAB

The City has taken a strong stand to object to the boundary change. This is based on the proposal failing to outline the detrimental impact it would have on residents, community, sporting and other representative groups.

To remove the ongoing uncertainty for residents, the City has asked that the LGAB consider this matter with some urgency.

Strategic Plan/Policy Implications

Leading and Listening

- Listen to and engage with our residents, business community and ratepayers with greater use of social media
- Ensure sound long term financial management and deliver value for money
- Provide for community and civic infrastructure in a planned and sustainable manner, including administration, operations and waste management
- Deliver sustainable governance through transparent and robust policy and processes

Budget/Financial Implications

The submission identifies that there would be a considerable financial impact on residents and ratepayers associated with any boundary change, which will run into millions of dollars.

While revenue of around \$12.8M, of which \$8.9m is from rates, would transfer to Fremantle; so too would expenditure of \$13.7M required to service the affected areas. The net shortfall of \$0.89M would have to be made up from rate increases or service level reductions.

The City invests substantial sums in capital expenditure on these areas, which for FY16/17 totals several million dollars. For 2017/18, the City is committed to spending \$5m on the Wally Hagan Stadium and \$800,000 on the North Coogee foreshore, which are unlikely to occur if the suburbs are transferred to Fremantle. Both of these projects rely on Developer Contribution financing, but this would have a substantial shortfall in collections if DCA13 were to be split.

In addition, the City of Fremantle will inherit a \$4m debt from Cockburn for its share of existing commenced capital works and the SMRC. There is no municipal reserve funding to offset this, placing a bigger burden on the ratepayers of Fremantle. However, this pales into insignificance for the DCA 13 development contributions schemes. For Fremantle the shortfall is estimated at \$26.4M. However, Cockburn ratepayers would also suffer, with its projects inheriting a shortfall of \$21.6M. By retaining the current boundaries none of these liabilities will be created.

Under rate harmonisation principles, Cockburn's average residential rates is \$1,481 (for Hamilton Hill and North Coogee which includes waste collection and community surveillance), whereas Fremantle's is \$1,710 (which includes waste but not community surveillance).

North Coogee properties currently pay an average rate of \$1,965, but would be charged \$2,044 under Fremantle's current rating structure, an increase of \$78 or 4%. Ratepayers in Hamilton Hill would have a small saving, of around \$22 pa; however, ratepayers in both suburbs would have a reduction in service levels through the loss of: weekly recycling collections, tip passes, fortnightly green waste collections, a reduction in verge junk collections (2 in Cockburn 1 in Fremantle) and loss of the community security service (CoSafe) patrols.

The asset management burden on the City of Fremantle; already faced with some of the oldest community and road infrastructure in metropolitan Perth, will be increased as they inherit older infrastructure in Hamilton Hill. Fremantle would receive \$89m of assets with accumulated depreciation of \$26m, but with no offsetting cash reserves to maintain these ageing assets.

Finally, ratepayers in both local governments would have to fund the cost of the transition arrangements. Transition planning for the State Governments Metro Reform agenda cost ratepayers \$1M on external consultants and suppliers, and over \$2M in staff time. None of this cost could be recouped from the State Government. Similarly all costs associated with changes under the Greater Fremantle proposal would be borne by ratepayers.

A comprehensive financial analysis was required to be prepared for the LGAB review, but as this contained many complex spreadsheets it has not been reproduced in this submission.

Legal Implications

The provisions of Schedule 2.1 of the Local Government Act (the Act) apply.

Community Consultation

The City has undertaken considerable consultation on this matter; meetings with groups that would be affected by the proposal, letters being sent to all residents in the impacted area, presentations to staff and a variety of other media releases being issued. The City has also promoted the public consultation meeting, scheduled for 5 October.

Risk Management Implications

If Council does not endorse the submission the City will not be able to state its formal position on the issue to the LGAB. The material also forms part of the presentation that the City intends to make to the LGAB on 5 October. The submission outlines the detriment it would have on residents and ratepayers in Cockburn and Fremantle.

Attachment(s)

Submission to the LGAB

Advice to Proponent(s)/Submissioners

The City has publicly advertised the Special Council Meeting being held on 29 September 2016.

Implications of Section 3.18(3) Local Government Act, 1995

Nil.

10. RESOLUTION OF COMPLIANCE (Section 3.18(3), Local Government Act 1995)**RECOMMENDATION**

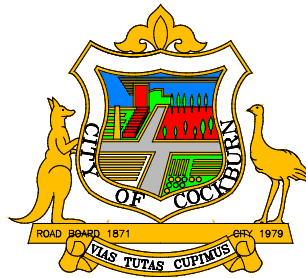
That Council is satisfied that resolutions carried at this Meeting and applicable to items concerning Council provided services and facilities, are:-

- (1) integrated and co-ordinated, so far as practicable, with any provided by the Commonwealth, the State or any public body;
- (2) not duplicated, to an extent Council considers inappropriate, services or facilities as provided by the Commonwealth, the State or any other body or person, whether public or private; and
- (3) managed efficiently and effectively.

COUNCIL DECISION**11. CLOSURE OF MEETING**

Meeting closed at: _____

CITY OF COCKBURN



SPECIAL COUNCIL MEETING

AGENDA ATTACHMENTS

FOR

THURSDAY, 29 SEPTEMBER 2016



City of Cockburn Submission on the
Proposal to transfer the suburb of Hamilton Hill and
a portion of the suburb of North Coogee (Greater
Fremantle Proposal) to the City of Fremantle

September 2016

DRAFT

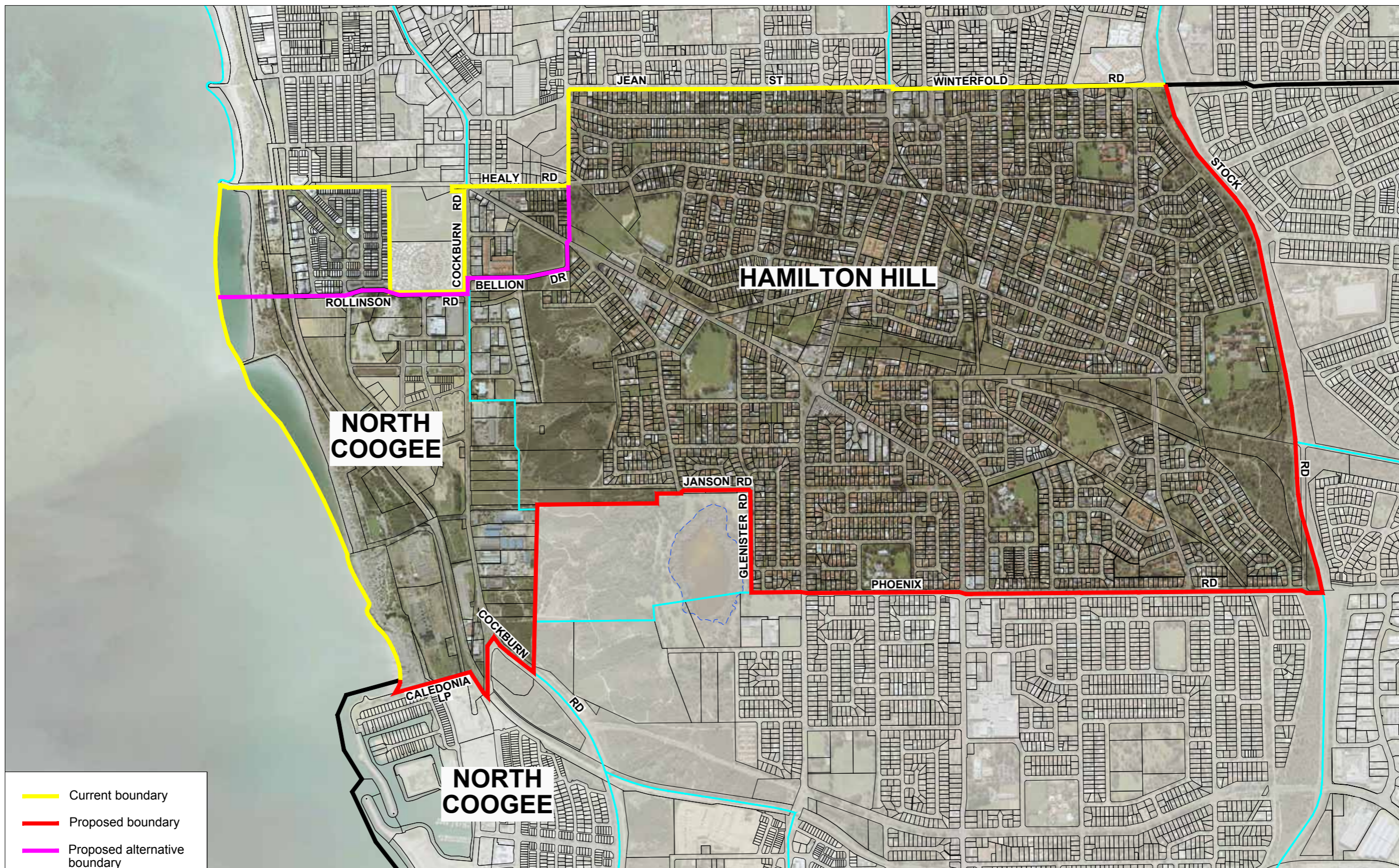
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City of Cockburn Submission on the
Proposal to transfer the suburb of Hamilton Hill and
a portion of the suburb of North Coogee (Greater
Fremantle Proposal) to the City of Fremantle

September 2016

DRAFT



Greater Fremantle Proposal presented to the City of Cockburn in July 2016 and subsequent proposed alternative at meeting with City of Cockburn, Mayor Logan K Howlett, JP 15 July 2016

THIS SUBMISSION

This submission will respond to the Greater Fremantle Proposal, addressing the prescribed matters which the Local Government Advisory Board (LGAB) must consider:

1. Communities of interest
2. Physical and topographical features
3. Demographic trends
4. Economic factors
5. History of the area
6. Transport and communication
7. Matters affecting the viability of local governments
8. The effective delivery of services.

It will also consider the lessons learned from the Metropolitan Reform Review and stakeholder reviews.

It is the view of the City of Cockburn that the Greater Fremantle Proposal fails to adequately address these prescribed matters and misrepresents data and information.



BACKGROUND

Since 2009, the City of Cockburn has undergone several comprehensive reviews concerning local government reform. Each stage of the review processes has burdened the City's resources, and consumed substantial community and staff time. These were difficult and unsettling times for both staff and the community, and various proposals to split or eliminate the City of Cockburn produced strong and emotional reactions from ratepayers and residents. Indeed, the Cockburn community provided one of the most strident reactions of all communities during the Metropolitan Reform review (2013–14), with the majority making it clear they wished to stay together. When the review concluded in March 2015, there was widespread relief across the Cockburn community, and an expectation that the issue of boundary adjustments had ended.

In 2015, a local resident, Mr Adin Lang (the proponent) stood for Cockburn Council mostly citing Fremantle issues in his campaign. This got very limited traction with Cockburn electors and he was unsuccessful in his attempt to be elected to Cockburn Council. After this the proponent began promoting a proposal in the media to adjust the boundaries of Cockburn to transfer parts of the Cockburn district (Hamilton Hill and part of North Coogee) to the City of Fremantle. The proponent never sought a meeting with Cockburn Council. He also claimed that he had broad support although his failure to be elected to Council on Fremantle issues was one indicator that there was not broad community support; then, when stories of the issue began appearing in the media, the City of Cockburn began receiving objections to the idea from the community.

At the City's AGM of Electors in February 2016, the Coogee Beach Progress Association requested the City of Cockburn take the necessary actions to oppose the petition prepared by the proponent and, should a petition be lodged with the Local Government Advisory Board (LGAB), take action to retain the suburbs of Hamilton Hill, North Coogee and Coogee within the boundaries of the City of Cockburn.

At its Ordinary Council meeting in March 2016, City of Cockburn Council resolved:

“That Council upon notification from the Local Government Advisory Board (LGAB) of any community initiated or other proposal to transfer all or any part of the localities of Hamilton Hill, North Coogee or Coogee from the City of Cockburn to the City of Fremantle: (1) formally resolves to strongly oppose the proposal and prepares a submission which contains information extracted and updated from the Cockburn Community Steering Group's (CCSG) submission made to the LGAB during the 2014 Metropolitan Local Government Reform process as it relates to the areas affected by any proposal; and 2) ensures an immediate community engagement program is commenced to include all residents, businesses and community based organisations within the areas directly affected by any proposal, seeking widespread community rejection of any proposal.”

In July 2016, the City received advice from the LGAB that a proposal had been lodged by the proponent on behalf of approximately 300 petitioners, which sought to bring the entire suburb of Hamilton Hill and part of North Coogee under the City of Fremantle. The City of Cockburn noted that while the requisite minimum 250 ratepayers recorded made it a valid proposal for assessment, the LGAB had been unable to verify the residency of all petitioners.

On 7 July 2016 the City undertook a Reachtel poll of 711 residents to determine whether the proposal truly represented the community view. The majority of these residents (64.2 per cent) stated they wished to remain in the City of Cockburn (see Appendix 2 for the breakdown).

This result mirrored that of a 2009 referendum undertaken by the City. That poll, conducted by the Western Australian Electoral Commission, overwhelmingly rejected a merger with the City of Fremantle (67 per cent opposed). These same residents, the

majority of whom make up the current proposal before the LGAB, rejected the boundary change by the same margin. Clearly, these residents did not want to be part of a 'greater' Fremantle.

In light of the publicity regarding this information, on 15 July 2016 the proponent sought a meeting with Cockburn's Mayor, Logan Howlett, JP and City of Cockburn Director Governance and Community Services and advised he would amend his proposal to the LGAB (see map on page 4) if the City would consent to a different, much reduced boundary option (which suggests that community interest is not his primary motive) and also put this proposition to the Mayor of Fremantle. Mayor Howlett responded that the City of Cockburn would not be supporting the proponent's original or his revised proposal.

In 2016, the Western Australian Local Government Association (WALGA) released a paper which captured 'lessons learnt' from the 2011–2015 Metropolitan Local Government Reform process. The aim of this paper was to ensure that any future reform process is undertaken appropriately and strategically for the benefit of local communities. Key conclusions were:

- A collaborative process will be more successful than a confrontational process;
- A shared vision of a better future needs to be developed with Local Government input;
- It should not be assumed that the community is ambivalent about their Local Government;
- Reforms should be carefully and strategically planned and processes should be clearly defined and understood; and,
- Local Government boundaries should not be split without an overwhelming justification.

The City of Cockburn contends that the Greater Fremantle Proposal does not meet any of these principles (this is discussed in more detail later in this submission).



The City's recent discussions with these community groups confirmed that the Greater Fremantle Proposal is not supported by any of them; indeed, the proposal had only token support from a limited number of individual residents.



1. COMMUNITIES OF INTEREST

The City of Cockburn has a large number of communities of interest within the suburbs of Hamilton Hill and North Coogee. These groups have many of their own regional connections, including residents groups, sporting groups, cultural groups and interest groups in general. The City's recent discussions with these groups confirmed that the Greater Fremantle Proposal is not supported by any of them; indeed, the proposal had only token support from a limited number of individual residents.

There are 18 community groups (listed below) the City supports financially and by other means, including:

- Access to city venues for meetings and events
- Marketing and promotion
- Free training opportunities and information evenings
- Attendance and presentations at their meetings by key staff
- Opportunities to promote groups at Cockburn run events
- The provision of the City's Champion Clubs program, which runs city-wide and provides a networking opportunity for all cockburn clubs
- Assistance with business planning
- Marketing services – designing a logo and letterhead, advertising, a community portal and a marketing strategy
- Work on project plans
- Guidance in successful grant applications
- Provision of public liability and personal volunteer accident insurance
- Establishing a mapping exercise with a consultant.

Top left: Fur Run, Community Event, Hamilton Hill

Top right: ANZAC Day Dawn Service, Memorial Hall, Hamilton Hill

Bottom left: The 10th Light Horseman by Robin Yakinthou 2015-16, North Coogee

Bottom middle: Kwobarup Club, Jean Willis Centre, Hamilton Hill

Middle right: Cockburn Historical Society, Hamilton Hill

Bottom right: Phoenix Theatre Group Production, Memorial Hall, Hamilton Hill

COMMUNITY GROUPS

- 1) Cockburn RSL
- 2) Cockburn Community and Cultural Council
- 3) Artzplace
- 4) Cockburn Historical Society
- 5) Phoenix Theatre Group
- 6) Cockburn Netball Club
- 7) Cockburn Junior Cricket Club
- 8) Cockburn Junior Football Club
- 9) Cockburn Senior Cricket Club
- 10) Cockburn Senior Football Club
- 11) Cockburn Cougars Softball Club
- 12) Phoenix Lacrosse Club
- 13) Cockburn Cougars Basketball Association
- 14) Cockburn Tennis Club
- 15) Cockburn Senior Citizens Centre
- 16) Hamilton Hill Community Group
- 17) Coogee Beach Progress Association
- 18) Randwick Stables Community Garden

In addition, the City has active support arrangements for several not-for-profit and registered charities based in the affected area. This support includes land and facility leases and some financial support.

NOT-FOR-PROFIT GROUPS

While some of the groups below are based outside Cockburn, the City supports these groups due to the assistance they provide to City of Cockburn residents.

- 1) Activ Foundation
- 2) Carrington Aged Care
- 3) The Multiple Sclerosis Society of Western Australia
- 4) The Salvation Army
- 5) Second Harvest
- 6) South Metropolitan Personnel (disability-worker support organisation).

SPECIAL INTEREST GROUPS

The City also works with two special interest groups, assisting with their advocacy and planning initiatives.

- 1) South Beach Traffic Action Group

The City is assisting residents to create a low-speed traffic area in the northern part of North Coogee.

- 2) Southwell Community Association

The City is working with this group on the upgrade of this precinct within the suburbs of Hamilton Hill.

Many of these groups rely on the City of Cockburn for financial support for their projects and general undertakings. Through the unique **Cockburn Community Fund**, which allocates 2 per cent of all rate income to community support projects, the City has provided more than \$300,000 to groups in the affected area in the past two years. While the area comprises approximately 10 per cent of Cockburn, this figure represents close to 15 per cent of the total funding allocated during this period.

1. COMMUNITIES OF INTEREST CONT.

FINANCIAL SUPPORT

Grants, Donations and Sponsorship provided by the City of Cockburn to community groups in Hamilton Hill and North Coogee, March 2014 – March 2016

Organisation	March 2016 \$	September 2015 \$	March 2015 \$	September 2014 \$	March 2014 \$
Hamilton Hill Community Group	16,603				
Randwick Stables			3,100	1,900	
Phoenix Theatre (at Memorial Hall)	4,000				10,150
Port Community High School	15,000		15,000	15,000	15,000
Cockburn RSL		10,000		10,000	
Cockburn Senior Citizens Association			1,500		
Hamilton Hill Youthcare Council (chaplaincy)	9,000		9,000		9,000
Cockburn Community Cultural Council		9,000		9,000	
Wookabunning Kiaka Inc. – Red Dust Heelers (based at Wally Hagan Stadium)	2,500				
Second Harvest	20,000		14,000		12,000
Holy Cross Church		2,000		2,000	5,000
Cockburn Volunteer Sea Search & Rescue			8,500		8,500
East Hamilton Hill Primary P&C		740			
Southwell Primary School					2,761
The Salvation Army (WA) Property Trust Hamilton Hill Corps					3,000
Friends of Clontarf Hill		2,472			
Hamilton ES Cadets		4,685			
Cockburn Pipe Band			9,000		9,000
Creative Shed Cockburn (at Wally Hagan Basketball Stadium)	4,000				
Coogee Primary School P&C					3,500
Tales of Times Past Storytelling				750	
Coogee Jetty to Jetty Swim		10,000			10,000
Jervoise Bay Sailing Club		5,000			
Coogee Beach Progress Association	2,450				
Totals	73, 553	43,897	60,100	38,650	87,911

\$304,111 Grants, Donations and Sponsorship provided to community groups in Hamilton Hill and North Coogee, March 2014 – March 2016



Additionally the City provides many facilities in Hamilton Hill at minimal / no cost to sports clubs.

Organisation	Facility	Activity	Arrangement	Payments	Commencement
Cockburn Cricket Club Inc.	Davilak Reserve Clubrooms	Cricket	Deed of Lease	\$1	30 August 2002
Cockburn Cricket Club Inc.	Davilak Reserve	Cricket	Seasonal User Agreement	\$4,290 - 2015/16 season	1 October each year
Cockburn Basketball Association	Wally Hagan Stadium	Basketball	Deed of Lease	\$1	23 December 2014
Cockburn Senior Citizens Association Inc.	Cockburn Senior Citizens Centre	Seniors	Deed of Lease	\$1	15 July 2016
Cockburn Tennis Club	Davilak Reserve Tennis Courts	Tennis	Written agreement	\$1	N/A
Multiple Sclerosis Society of WA Inc.	MS Respite Centre	Accommodation & Respite Centre	Lease Deed of Lease	\$1	21 June 2011
Second Harvest Australia	Southwell Community Centre	Low Cost Food Centre	Deed of Sub-Lease	\$1	22 August 2016
South Metropolitan Personnel	Manning Park Cottage	Disability, Special Needs	Deed of Sub-Lease	\$1	1 July 2007
Kerry Street Community School Inc.	Baker Square Reserve	Sport	Deed of Licence	\$500 pa	1 February 2016
Cockburn Junior Cricket Club	Davilak Reserve	Cricket	Seasonal User Agreement	\$656 2015–16 season	1 October each year
Cockburn Cobras Football Club	Davilak Oval	Football – Aussie Rules	Seasonal User Agreement	\$6,348 2015 season	1 April each year
Cockburn Junior Football Club	Davilak Oval	Football – Aussie Rules	Seasonal User Agreement	\$530 2016 season	1 April each year
Phoenix Lacrosse Club	Goodchild Reserve	Lacrosse	Seasonal User Agreement	\$4,213 2015 season	1 April each year
Cockburn Netball Club	Baker Square	Netball	Seasonal User Agreement	\$4,305 2015 season	1 April each year
Cockburn Cougars Softball Club	Enright Reserve	Softball	Seasonal User Agreement	\$2,080 2015/16 FY	All year

The City of Cockburn makes significant investment in its sporting clubs

1. COMMUNITIES OF INTEREST CONT.

CULTURAL COMMUNITIES OF INTEREST

The Greater Fremantle Proposal notes that Manning Park holds strong heritage value to the City of Cockburn and therefore should remain within the City of Cockburn. However, the same proposal then *seeks to exclude every other cultural linkage* the broader Cockburn community has in Hamilton Hill, which is often cited as the cultural and historical hub of Cockburn.

The City of Cockburn has an extensive range of community cultural activities, organisations and events within Hamilton Hill and these cultural activities are a rich part of the Cockburn community's diversity and historical connections.

The City provides support for the following cultural community associations and events operating within Hamilton Hill through the *Cockburn Community Fund*.

Cockburn Returned Service League (RSL)

This organisation has a 93-year history of connection with the Cockburn community. The City works with the Cockburn RSL to conduct a range of ex-service remembrance activities, including the ANZAC Youth Parade where around 1,000 schoolchildren from across the district march from the City's Administration Centre to RSL Park in Spearwood. Other events include an ANZAC Dawn Service and Parade, Vietnam Veterans Day, Battle of Australia Day, Korean War Armistice Day and Remembrance Day – all of which are conducted at Memorial Hall in Hamilton Hill. Notably, Memorial Hall was built with the support of donations from the Cockburn Community in 1923, and has long been the City of Cockburn's primary remembrance and cultural venue.

Extract from the RSL Submission to the LGAB:

"In the eyes of our RSL members Hamilton Hill must always remain part of the City of Cockburn, we must do everything in our power to stop this unwanted and greedy takeover of our suburbs."

Arthur J Stanton
RSL City of Cockburn Sub-branch – 2016

Cockburn Community and Cultural Council

This organisation has operated for 43 years and is based in the City's previous administration centre in Hamilton Hill. The Cultural Council helps the City to promote cultural diversity and art, including their auspice of the following organisations and events.

Artzplace

This not-for-profit group is dedicated to visual arts and holds annual art exhibitions at Memorial Hall.

Show Off

This annual art exhibition is hosted by the City to showcase local artists and enable resident artists to promote and sell their artworks. For the 2016 event, almost 20 per cent of artists were Hamilton Hill residents.

NAIDOC Art Exhibition

Organised by the City and held at Memorial Hall.

Phoenix Theatre Group

Established in 2005, this community theatre group operates from the theatre within Memorial Hall.

The Greater Fremantle Proposal seeks to transfer the suburb of Hamilton Hill (excluding Manning Park) into an expanded District of Fremantle. Should this occur Cockburn would lose its direct access to Memorial Hall, thereby ending a long association with the Cockburn RSL, the Cockburn Cultural Council and Phoenix Theatre Group.

SPORTING COMMUNITIES OF INTEREST

The following sporting clubs are based in Hamilton Hill and form part of the City of Cockburn's Champion Clubs network:

- Cockburn Netball Club
- Cockburn Junior Cricket Club
- Cockburn Junior Football Club
- Cockburn Senior Cricket Club
- Cockburn Senior Football Club

- Cockburn Cougars Softball Club
- Phoenix Lacrosse Club
- Cockburn Cougars Basketball Association
- Cockburn Tennis Club

The City of Cockburn administers the regional Champion Clubs program for sporting clubs which aims to:

- Increase club profiles and development opportunities
- Improve self-management of clubs through training
- Provide club support and networking opportunities
- Strengthen relationships between the city and clubs
- Assist in club sustainability
- Provide clubs with grants and funding opportunities.

These sporting clubs and individual athletes access funding from the *Cockburn Community Fund* for sports equipment and facility upgrades. In addition, they are provided with peppercorn leases for facilities and reserves. The Greater Fremantle Proposal does not account for the impact this loss of support would have on these groups.



Champion Clubs free community workshop

The Greater Fremantle Proposal states that Hamilton Hill and North Coogee residents mainly use Fremantle facilities and should therefore be within the City of Fremantle. This assertion is misleading, as many Fremantle residents also use Cockburn facilities, as demonstrated by the memberships of sports clubs based in Hamilton Hill. Of the 2091 members only 4% come from Fremantle, whereas 12% come from Hamilton Hill / North Coogee.


Reserve	Club	Total Membership	% Cockburn	% Fremantle	% Other
Baker Square	Cockburn Netball Club	230	68	13	19
Davilak Park	Cockburn Junior Cricket Club	117	67	12	21
	Cockburn Junior Football Club	124	77	11	12
	Cockburn Senior Cricket Club	88	85	10	5
	Cockburn Senior Football Club	77	71	5	24
Enright Reserve	Cockburn Cougars Softball Club	109	70	2	28
Goodchild Reserve	Phoenix Lacrosse Club	132	80	10	10
Dixon Reserve	Cockburn Cougars Basketball Association	1320	40	30	30

The City of Cockburn’s active support for sporting clubs is also evidenced by the relocations of the following clubs from Fremantle to Cockburn:


- South Fremantle Women’s Football Club: relocated from Fremantle to South Lake in 2010
- Fremantle Outrigger Canoe Club: relocated from Fremantle to Coogee in 2013
- Fremantle (Dockers) Football Club: relocating from Fremantle to Cockburn Central in 2017.

In addition, Fremantle Hockey Club is currently seeking to relocate from Fremantle to Cockburn.

When these groups moved to Cockburn due to the comprehensive benefits that relocation offered, including greater support than could be provided to them by the City of Fremantle, the City of Cockburn did not request these clubs change their identities to reflect their new home base. The Greater Fremantle Proposal suggests that the reference to ‘Fremantle’ in the name of groups not based in Fremantle creates confusion. However, all of the above clubs would not be located in Fremantle even if the boundary was changed as per the proposal.



COCKBURN BASKETBALL ASSOCIATION
(ABN 52 643 962 009)
"We acknowledge the Nyungar people who are the traditional custodians of this land."



Tuesday 23 August 2016

Dear Mayor Logan K Howlett, JP

RE: LETTER OF SUPPORT FOR CITY OF COCKBURN

Please accept this letter as support for the City of Cockburn’s position in opposing any adjustments to current boundaries.

Cockburn Basketball Association is very happy with our relationship with the City of Cockburn. Our club rejects the proposal to include the suburb of Hamilton Hill (in which our stadium is located) to move to the City of Fremantle.

City of Cockburn provides support to our association in the form of:


- Stadium maintenance (through Lease agreement)
- Stadium upgrades (master planning)
- Financial assistance (through grants)
- Member safety (via CoSafe)
- Association development (through sport & rec team)
- Club promotion (via council events)
- Volunteer recognition (through awards)
- Participation support (via Kidsport)
- Increased volunteers (via database)

Without this assistance, our club would not be able to function as effectively as it does.

Our values and purpose of providing for healthy lifestyle for the local community align with the City of Cockburn vision for its residents. The majority of our 1320 members live within the current council boundaries and this enables coordinated management. Also our affiliated teams (over 100) receive support from City of Cockburn as well. We are always satisfied with communication and information from council.

Once again we oppose the boundary change proposal for Hamilton Hill and North Coogee.

Kind regards

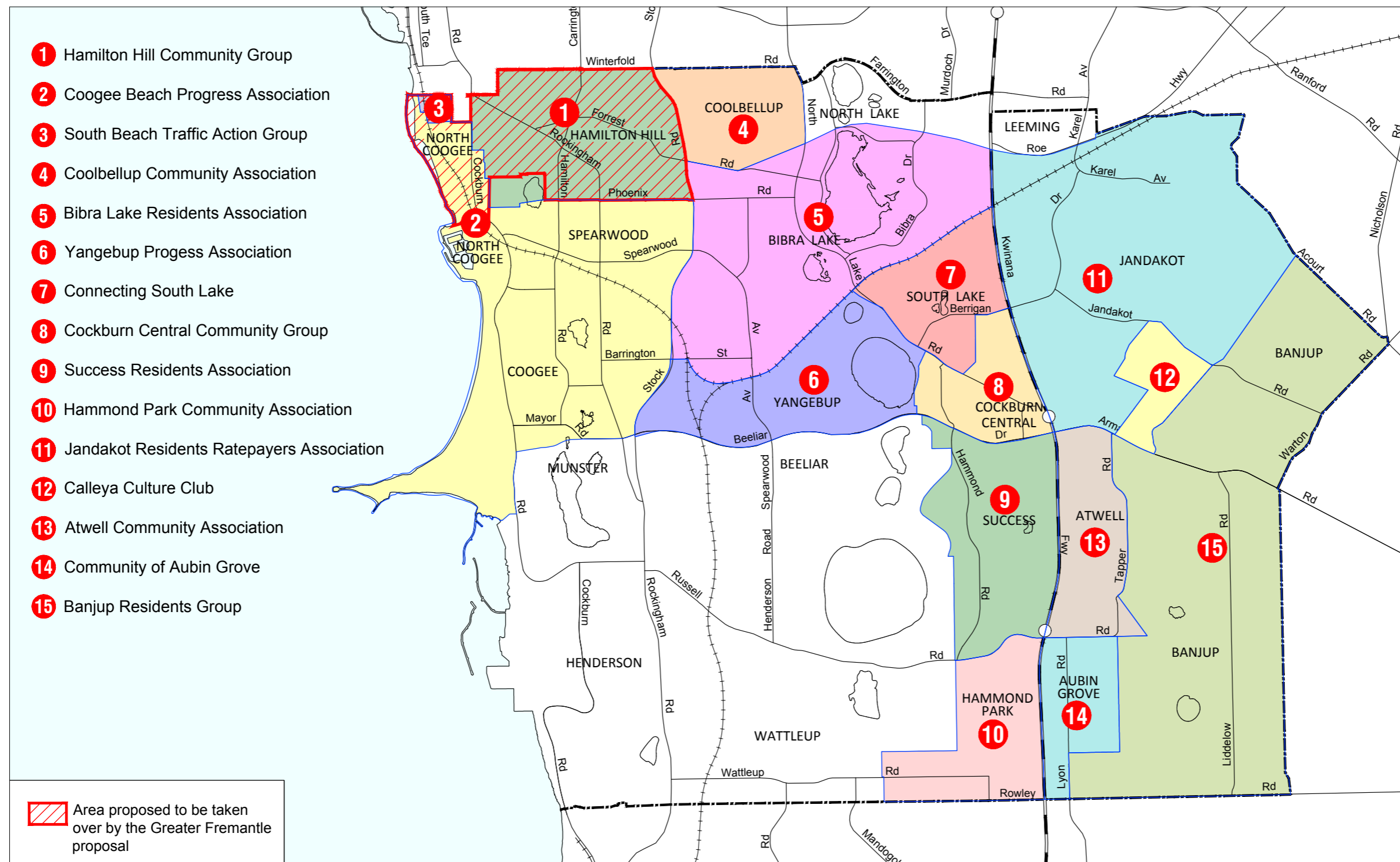


Graeme Pratt
 Operations Manager
 Cockburn Basketball Association

Cockburn Basketball Association submission to the LGAB

1. COMMUNITIES OF INTEREST CONT.

Regional Community Development – under the Greater Fremantle Proposal, the Hamilton Hill Community Group and North Coogee groups would lose access to this regional network



Regional community development

The City of Cockburn is the only LGA in the South West Metropolitan district to have active regional coordination of all Community (resident) Groups across its District.

The City provides these groups with:

- Network support through bi-monthly regional meetings
- Communications support through signage in all suburbs, assistance with newsletters, a dedicated web page and access to funding
- Project support through the Cockburn Community Fund.

Significantly, under the Greater Fremantle Proposal, the Hamilton Hill Community Group and North Coogee groups would lose access to this broader network.

Education network

The City of Cockburn has a strong relationship with the schools and associated Parents and Citizens (P&C) Groups in its district. The City provides all of the schools with an annual information summary and regular information bulletins that outlines services and events scheduled to be held during the forthcoming school term. The City of Fremantle does not provide an equivalent resource.

P&Cs can also access funding from the *Cockburn Community Fund*. The following schools have received support from this fund (see table on page 10 for details of recent funding).

- East Hamilton Hill Primary School
- Kerry Street Community School
- Southwell Primary School
- Phoenix Primary School
- Port Community High School
- Coogee Primary School.



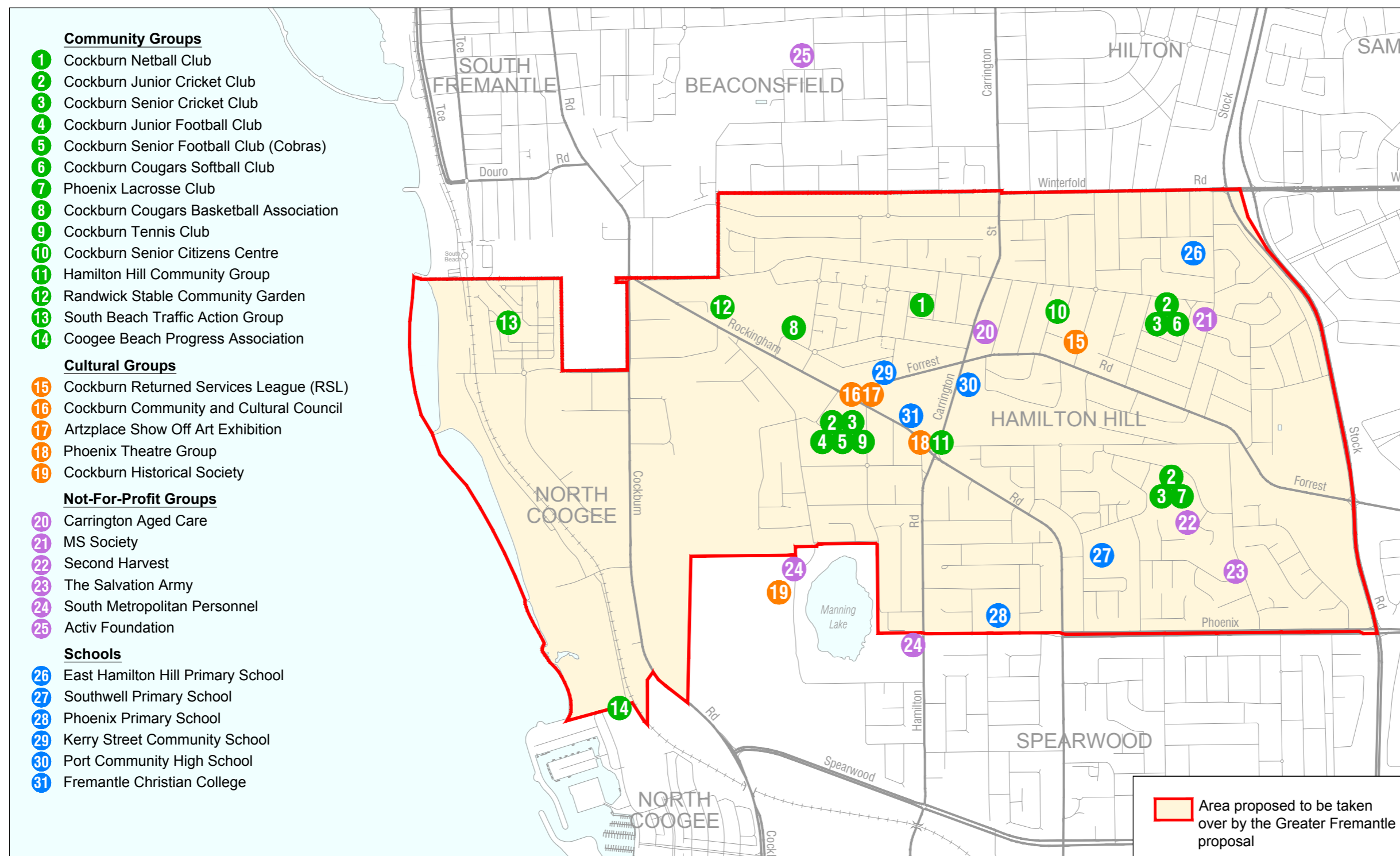
Joanne Stewart-Magee of Southwell Primary School, Hamilton Hill receives a grant from the City of Cockburn

Extract from Fremantle Christian College submission to the LGAB

“Fremantle Christian College does not support any decision to move the suburbs of Hamilton Hill and North Coogee into the City of Fremantle. Over the years Cockburn Council has given us amazing support in many ways. This assistance ... has enabled us, in turn, to offer scholarships to some of the needy families in our area.”

*Michael Ashton, Principal
Fremantle Christian College
Hamilton Hill*

1. COMMUNITIES OF INTEREST CONT.



Community Groups in Hamilton Hill and North Coogee supported by the City of Cockburn

Whole-of-community interests

When viewed holistically, there are extensive relationships between the City of Cockburn and all of the community groups it services in Hamilton Hill and North Coogee. The map (page 16) shows the distribution of these groups, illustrating the significance of the relationships the City has with the organisations that service our residents.

Greater Fremantle Proposal and community of interests: misinformation

The Greater Fremantle Proposal states that Hamilton Hill and North Coogee residents rely on services provided by the City of Fremantle. However, many Fremantle residents regularly use Cockburn facilities and services as demonstrated below:

Service	Where	Total usage	Fremantle	North Coogee	Hamilton Hill
Spearwood Library	Spearwood	12,859 members	1,524	224	2,462
Childrens service program: 'Froggy's on the Green'	Manning Park	1159 families	113 families	5 families	207 families
Cockburn Youth Centre	Success	2,828 members	75	5	77
Cockburn Seniors Centre	Spearwood	932 members	68	8	139

Figures sourced August 2016.

What's in a name?

The Greater Fremantle Proposal cites the reference to 'Fremantle' in the names of businesses and schools in Hamilton Hill as a reason for moving the boundary. As previously noted, several sporting groups with 'Fremantle' in their names that have relocated from Fremantle to Cockburn would still reside in Cockburn even if the boundaries were changed as per the proposal. Indeed, a local Cockburn business Fremantle Steel is located in Cockburn Central, and a boundary would need to stretch halfway across Cockburn if all entities with 'Fremantle' in their name were to be located in Fremantle. We can also point out that the Margaret River Chocolate Factory operates in the Swan Valley, New Norcia Bakery operates in the Perth Metro area, and Bayswater Car Hire is based in Guildford and operates under this name in Sydney. **None of these firms** considers the location of local government boundaries an impediment to their business operations.

Links with Fremantle

The Greater Fremantle Proposal states that many residents cycle daily from Hamilton Hill to Fremantle to swim and work. ABS journey-to-work data shows a maximum of 60 Hamilton Hill residents would journey by bike to Fremantle – less than 0.6 per cent of the suburb's population.

The Greater Fremantle Proposal states that artists are rarely recognized in Hamilton Hill. This is a misinformed claim; the City of Cockburn holds its Annual Art Exhibition 'Show Off' in Memorial Hall, Hamilton Hill, and in 2016, 20 per cent of exhibitors were Hamilton Hill residents.

The Greater Fremantle Proposal asserts that Hamilton Hill and North Coogee residents shop in Fremantle and should therefore pay rates to the City of Fremantle. While some residents of Hamilton Hill and North Coogee do contribute to the City of Fremantle's retail economy, many more use the Simms Road shops and Hamilton Hill Plaza in Hamilton Hill, as well as Phoenix Park District Centre in Spearwood, Garden City in the City of Melville and Cockburn Gateway Shopping City in Cockburn. It is generally recognised that Fremantle's lack of retail offering does not generally make Fremantle the shopping destination of choice for Cockburn residents.

The Greater Fremantle Proposal states that the proponent encountered a resident reading the *Fremantle Herald*, which supposedly demonstrates this resident is more connected to Fremantle than Cockburn. This is clearly misleading, as there is no Cockburn Herald and the Fremantle Herald is only delivered to Cockburn residents on a fortnightly basis. In addition, the *Cockburn Gazette* is delivered to residents across Hamilton Hill and North Coogee on a weekly basis.



Fremantle Steel, Cockburn Central in the heart of Cockburn. The Greater Fremantle Proposal cites the reference to 'Fremantle' in to the names of businesses and schools in Hamilton Hill as a reason for moving the boundary.

2. PHYSICAL AND TOPOGRAPHICAL FEATURES

Topographically, the City of Cockburn is a coastal region with a wetlands chain, while the City of Fremantle has a riverine topography and a limited coastal strip. Cockburn has significant brownfield and greenfield development, whereas Fremantle has no greenfield suburban development requirements.

The Greater Fremantle Proposal states that their proposed boundaries are more logical. However, under their proposal, there would be several practical issues associated with the City of Fremantle assuming Hamilton Hill and North Coogee:

Issue 1

Two pieces of critical infrastructure would be split:

i) Reinjection bore from Port Coogee

During site investigations for the Port Coogee Marina Development, it was identified that the groundwater had elevated concentrations of nutrient. This was a result of the historical market garden activities directly east of the development. To ensure the quality of the marina was not impacted by this nutrient-rich water, a groundwater intercepting drain was constructed. This intercepted water is directed to either a storage tank at the Port Coogee development to irrigate public areas or directed through a 250mm pipe to a reinjection bore two kilometres north of the marina. The proposed transfer will result in the reinjection pipeline and reinjection bore being located in the City of Fremantle. As the reinjection infrastructure is critical to the design of the system, an easement would need to be created to enable right of access to the City of Cockburn.

ii) Port Coogee sand bypassing

Under the proposed boundary change, the accreted sand to the north side of Port Coogee would largely sit within City of Fremantle. This presents a problem for the City of Cockburn as the first-order need is the bypass of approximately 15,000 cubic metres of this sand to the south to replenish Coogee Beach. It is an environmental condition of the Port Coogee development that the City of Cockburn has inherited. If the City of Cockburn did not have access to the sand, an accelerated erosion trend south of Port Coogee would result. Fremantle would also have a need for the sand for their maintenance of C Y O'Connor Beach and it would be a problem on account of the source and usages being

in different LGAs. The cost of this project is \$240,000 every three years excluding the cost of the sand.

Issue 2

Access to the northern side of Manning Park would be in Fremantle and the southern side in Cockburn, making control difficult. It is unclear how housing abutting the park would be serviced; for example, an issue at the back fence would require a call to the City of Cockburn, but an issue at the front fence would require a call to Fremantle. (This is less logical than the current split in North Coogee at South Beach, which the Greater Fremantle Proposal states is 'poor delineation'.)

Issue 3

The Greater Fremantle Proposal would split the Phoenix Revitalisation Redevelopment Area, which is part of the City's Town Planning Scheme, making the delivery of the planning and infrastructure improvements in this precinct more difficult. (This issue is covered in more detail in the Effective Delivery of Services section, see graphic on page 26).

Issue 4

Rather than improving the boundary, the Greater Fremantle proposed boundary line above Manning Park would split the stretch of Beeliar Regional Park that extends along the Cockburn Coast between two LGAs. Overall, effective management of the risks (environmental and fire) would be significantly compromised.

Issue 5

The City of Cockburn is currently planning for a mountain bike trail in the Manning Park area. The Greater Fremantle Proposal would take some of the planned area into Fremantle making it more difficult to implement the trail, with consensus required for management of the operation across the two LGAs. The area for the trail was determined through extensive public consultation. Reducing the trail to fit only within Cockburn would significantly affect the viability.

Issue 6

The City of Cockburn has substantial expertise and dedicated staff allocated to managing the coastal bushland and other bushland areas of the City as part of an integrated bushland management function. The City of Fremantle has significantly fewer assets allocated to this area and it would be a poorer allocation of resources to transfer Cockburn staffing across this function.

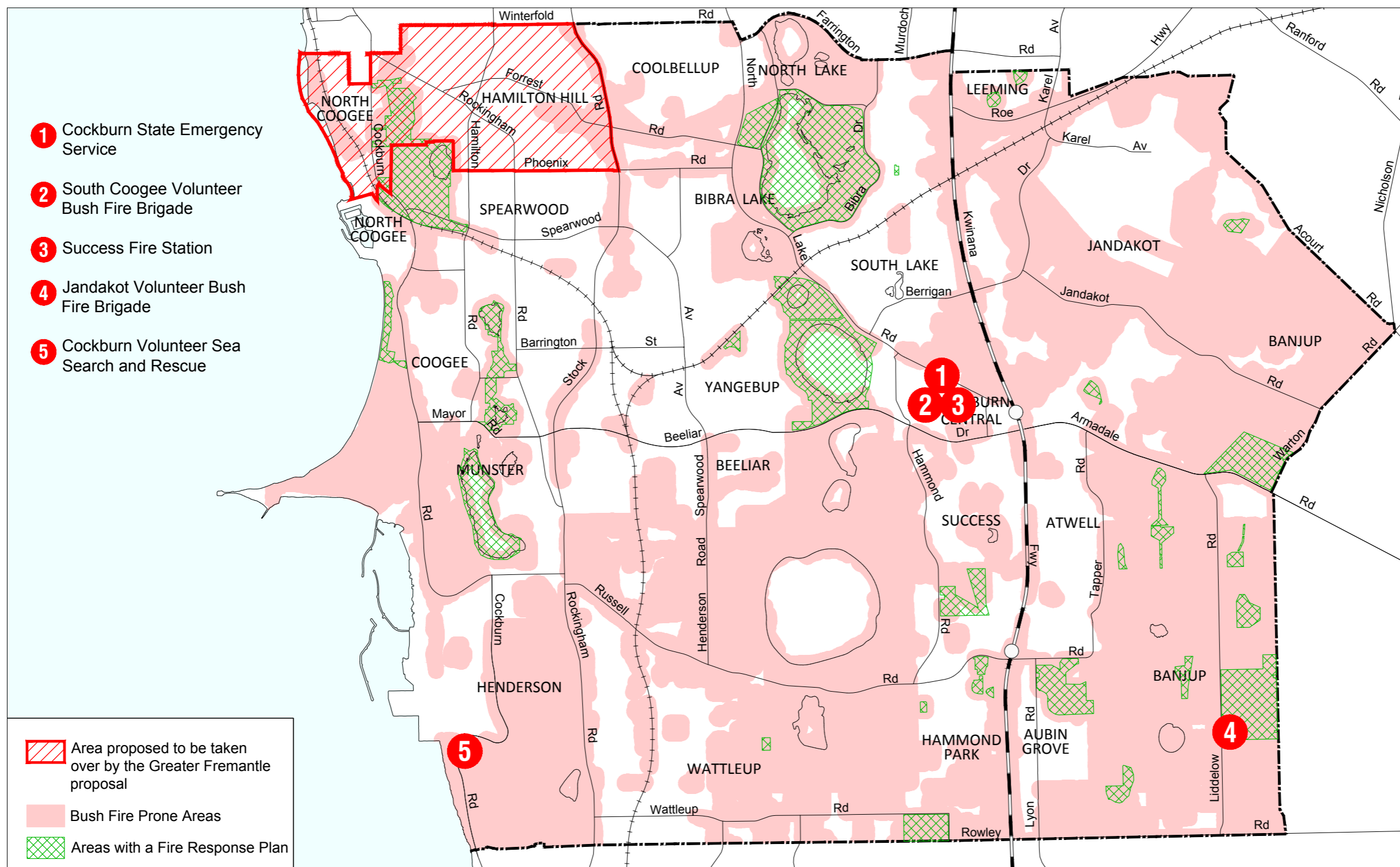


Staff and community at Cockburn Coast planting day 2016

Right: Reinjection Bore and pipeline would be split between two local governments under the Greater Fremantle Proposal.
 Far right: Port Coogee sand bypassing would need to be managed between two local governments under the Greater Fremantle Proposal.



2. PHYSICAL AND TOPOGRAPHICAL FEATURES CONT.



Fire Management and Volunteer Emergency Services Map

Issue 7

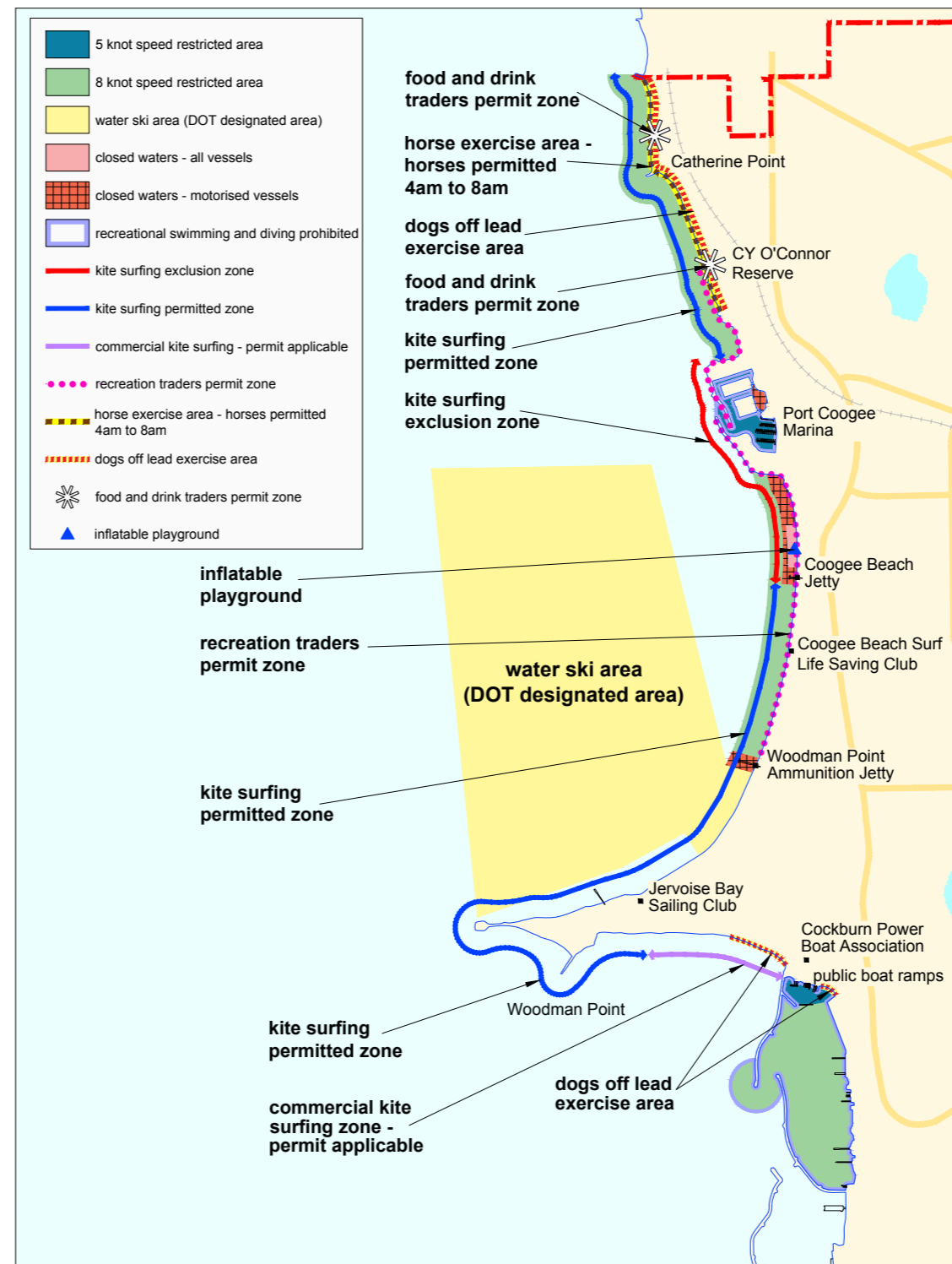
The City of Cockburn has a detailed bushfire management plan for each reserve (see map on page 20). The extensive fuel reduction works within Manning Park have been due to the City's Risk Management plan and capacity to use its volunteer bushfire brigades to plan hazard reduction burns. Splitting the management of the coastal precinct and bushfire areas will increase the risk to this area. As the City of Fremantle does not have these extensive reserves it has limited experience in bushfire management. Additionally, Fremantle does not have the volunteer organisations that exist in the City of Cockburn to help manage that risk.

Issue 8

The City of Cockburn has developed a Coastal Activities Guide covering the 15km of coastline it manages (see map on this page). As the population has increased, the City has recognised the presence of activity conflicts along the coast as users compete for access to coastal facilities and locations for a variety of recreational activities. To effectively manage this usage, the City identified potential management arrangements to govern beach activities in particular:

- Designated activity zones and exclusion zones for recreation and leisure activities
- Commercial application processes for both not-for-profit groups and businesses
- Events and function application process.

The Coastal Activities Guide and spread of permitted activities was developed taking into consideration the entire 15km Cockburn coastline and a reasonable spread of activities. Additionally, the City of Cockburn's local laws and Coastal Activities Guide supports horse training from 4am to 8am at C Y O'Connor Beach. Cockburn has considerable areas allocated to equine pursuits; the City of Fremantle does not. The Greater Fremantle Proposal does not consider the implications of putting new functions onto the City of Fremantle and the ensuing requisite staff training (for example, ranger services).



Coastal Activities Guide

2. PHYSICAL AND TOPOGRAPHICAL FEATURES CONT.

Issue 9

The Greater Fremantle Proposal does not acknowledge that the City of Cockburn delivers extensive coastal activities and facilities from Woodman Point to South Beach. This will include the \$34.7M future foreshore development at Robb Jetty. The City of Cockburn has the experience in delivering this level of infrastructure and has made provision for the expenditure under its Developer Contribution Scheme. (Detail about the scheme is offered in the Economic Factors section.)

Issue 10

Environmental care requires planning and strategic actions. The City of Cockburn has several strategies in this area that are integrated across Cockburn. Each of these would have parts of the plan split under a boundary change, including:

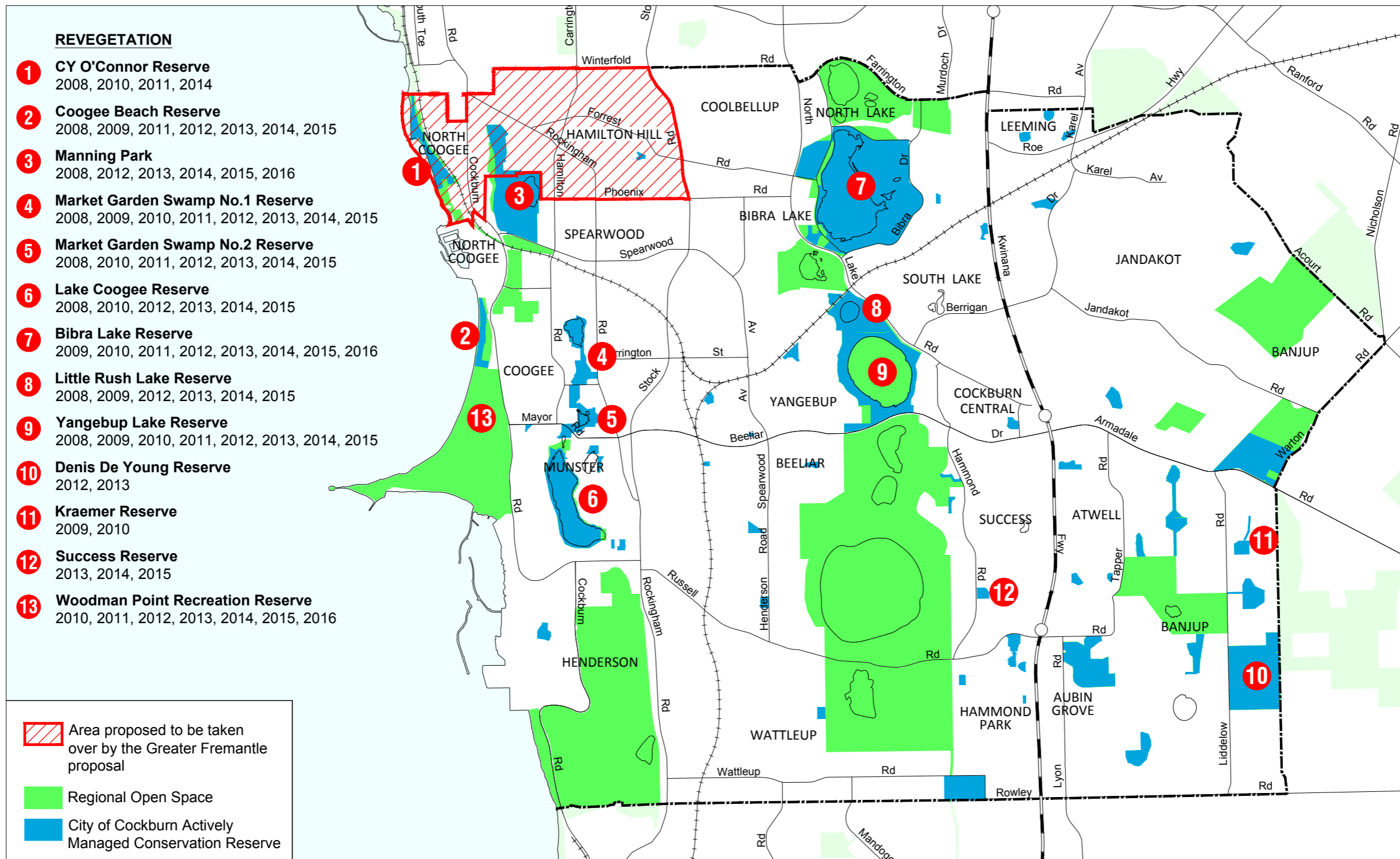
- Trails Master Plan (2013) – The City of Fremantle has **no** equivalent plan.
- Natural Areas Management Plan (2013) – (A split of coastal reserves). The City of Fremantle has **no** equivalent plan.
- Water Conservation Plan (2013) – The Cockburn Coast water management plan concerns the Port Coogee drainage system. The City of Fremantle has **no** equivalent plan.
- Bushfire Risk Management Plan (2015) – (Coastal fire zones split.) The City of Fremantle has **no** equivalent plan.
- North Coogee Foreshore Management Plan (2009) – part-funded from Cockburn's Developer Contribution scheme.
- Contaminated Sites Management Strategy (2008) – The City of Fremantle has **no** equivalent plan; however, contaminated sites exist in both North Coogee and Hamilton Hill. These sites are not all owned by the City of Cockburn, but are managed by Cockburn Council or other landowners.

Issue 11

Sea level rise and seawalls: The medium to longer term treatment of C Y O'Connor Beach to address a serious erosion and recession trend involves the installation of shoreline protection. Initially this may include groynes and/or offshore breakwaters; but in the longer term, a seawall may be required at considerable cost. These treatments are to protect not just the coastal reserve but also Robb Road and the freight rail line that extends along this part of the coast. The City has been liaising with WAPC and the PTA concerning the treatment requirements. Under the Greater Fremantle Proposal, the City of Fremantle would be burdened with significant expenditure required to protect this coastline in the short, medium and long term.



Natural Area Management Strategy City of Cockburn
– a whole of Cockburn approach



Regional Public Open Space and Actively Managed Conservation Reserves - a whole of City approach

3. DEMOGRAPHIC TRENDS

The Greater Fremantle Proposal states that the demographics of Hamilton Hill and the City of Fremantle are similar.

Demographic data in the table below enable comparisons.

Community of interest	City of Cockburn	City of Fremantle	Hamilton Hill and surrounds	North Coogee and surrounds	Coolbellup - North Lake and surrounds	Spearwood and surrounds
Community population	89,683	26,582	9,855	579	7,744	9,096
Median age	34	41	39	39	37	41
Median weekly household income	\$1,554	\$1,299	\$978	\$2,774	1,180	1,090
Median monthly mortgage repayments	\$2,015	\$2,167	\$1,733	\$4,333	1,770	1,625
% Aboriginal and Torres Strait Islander people	1.8%	1.6%	3.0%	0.0%	2.8%	1.8%
Median weekly incomes						
Personal	\$ 691	\$ 680	\$532	\$1,182	605	527
Family	\$1,820	\$1,863	\$1,288	\$2,968	1,551	1,369
Household	\$1,554	\$1,299	\$ 978	\$2,774	1,180	1,090
Family composition						
Couple family without children	35.0%	44.1%	39.2%	38.7%	38.0%	40.2%
Couple family with children	48.3%	36.6%	35.3%	54.6%	40.5%	40.9%
One parent family	14.9%	17.3%	23.2%	6.7%	18.6%	17.5%
Other family	1.8%	1.9%	2.2%	0.0%	2.9%	1.5%

Source: ABS 2011 Census Data

Notably:

- City of Fremantle has distinct differences in demographics to the City of Cockburn.
- The table demonstrates that the Hamilton Hill demographic is closer to that of Spearwood, Coolbellup and North Lake and surrounds than to Fremantle.
- North Coogee (which is mostly Port Coogee at present) has a demographic that bears no relationship to Fremantle: the key 'family composition' characteristics are more closely aligned with Cockburn. Under the Greater Fremantle Proposal, North Coogee would be split in two.
- Hamilton Hill and Coolbellup also have higher Aboriginal and Torres Strait Islander populations than the City of Fremantle. Accordingly, the City of Cockburn's Aboriginal Services, such as Kwobarup, based at the Jean Willis Centre in Hamilton Hill, are geographically distributed to service the surrounding areas. Similarly, Cockburn's Aboriginal families programs are provided to Hamilton Hill residents but operated from Cockburn's family centre in Coolbellup (see graphic on page 37).
- Under the City of Cockburn's Urban Revitalisation Strategy, the suburb of Hamilton Hill will become further aligned with Cockburn than Fremantle over the next decade (refer to the section Effective Delivery of Services).
- The Greater Fremantle Proposal would split the network of family services targeting the more disadvantaged areas of Cockburn, i.e. those with low SEIFA scores, being Coolbellup, Hamilton Hill and Spearwood; as well as the service hubs that operate in the current Cockburn network, particularly family and youth support.

4. ECONOMIC FACTORS

Economic Characteristics

To understand the economic impact of the Greater Fremantle Proposal, a comparison of the economic characteristics of Cockburn and Fremantle is necessary. The polycentric model of Cockburn aims to develop strong suburban groups. The City of Cockburn develops plans by suburb. Underpinning these are infrastructure plans that will improve community facilities and the urban realm.

City of Cockburn	City of Fremantle
Polycentric model focused on residential precincts and linked industrial estate networks: Jandakot City–Bibra Lake industrial area–Australian Marine Complex	Monocentric model: focused on rejuvenation of the CBD and development of the tourist precinct
Economy based on manufacturing and service industries	Economy based on professional services and tourism
Sustainable income source with emerging industrial rate-base sufficient to generate funding for ongoing major capital works programs	Sustainable income source with CBD rates and parking funds able to be reinvested in the business improvement district and not dispersed to meet needs of suburban growth areas

The City of Cockburn’s Local Commercial Centres Strategy is a comprehensive economic activation plan that dovetails with its whole of District Revitalisation Strategy. Where the City of Fremantle has focussed its attention on revitalisation of its CBD, each part of Cockburn has a blueprint for economic activation. These strategies are also supported by the City’s Community and Civic Infrastructure development plan (see graphic on page 28). The investment plan is underpinned by Cockburn’s Developer Contribution scheme, which would be considerably impacted by a boundary change; explained later in this section.

The Cockburn Coast development (see graphic on page 26)

will have its own District Centre providing a range of retail and commercial business to service the coastal precinct, including the northern part of North Coogee. The Hamilton Hill revitalisation plan included a major upgrade of its local shopping precinct, at Simms Road. These works are scheduled to commence in late 2016. These communities are also serviced by a district shopping; Phoenix Centre, Spearwood.

As was highlighted under Physical and Topographical Features Issue 3, the Greater Fremantle Proposal would split Phoenix Revitalisation Strategy, which includes the southern part of Hamilton Hill (see graphic on page 26). From an economic development perspective this does not make sense.

LGAs need sufficient income to meet their current and future needs (operating and capital). The Greater Fremantle Proposal argues that the City of Fremantle’s rate-base must be increased so it can deliver the services and functions of a tourist city. While this proposition overlooks the needs of the broader residential community, the proposal has no detailed financial plan. The Greater Fremantle Proposal has not considered the financial implications in detail. These include the impact on Capital Investment and developer contributions.

Capital Investment

The City of Cockburn has \$7.7M committed to projects in North Coogee and Hamilton Hill in 2016–18. The majority of these projects have evolved from consultation with community groups, sporting clubs and the local community. There is a community expectation that they will be delivered. The Greater Fremantle Proposal has not considered the cost of the capital investment, planned or promised, as well as the funding mechanism that is required to deliver this; principally, municipal funds and developer contributions.

Capital investment in North Coogee and Hamilton Hill 2016–18 (shown in map on page 28).

- Simms Road beautification: \$400,000
- Dixon Reserve upgrade: \$250,000
- Wheeler Reserve upgrades: \$100,000
- Hobbs Park upgrades: \$90,000

- Isted Reserve upgrade: \$60,000
- Enright Reserve: \$10,000
- Wally Hagan Basketball Stadium
 - FY16/17: \$100,000 upgrade
 - FY17/18: \$5.2M major redevelopment (DCA13-funded)
- Southwell Community Centre: \$500,000 (FY17/18)
- North Coogee Foreshore Management plan
 - \$500,000 2016–17
 - \$800,000 2017-18

Planned North Coogee Foreshore Management Plan and Robb Jetty works (2018–19 onwards): \$34.7M (funded by developer contributions).

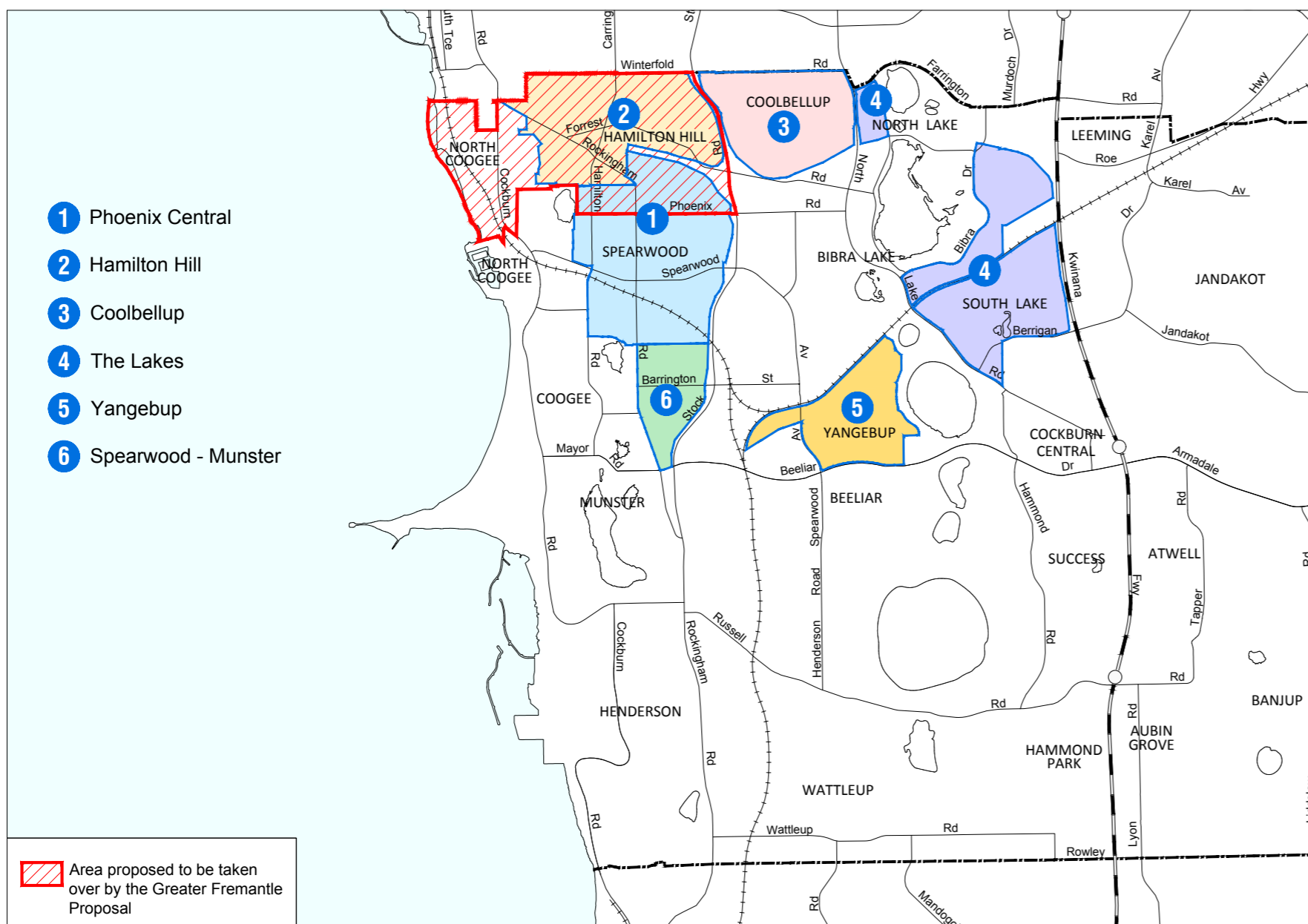
Assuming the same project and service delivery commitments are maintained, the City of Fremantle would inherit more operating costs than the income generated from the suburbs of Hamilton Hill and North Coogee. The City of Fremantle would also inherit debt associated with these two suburbs. (See section Matters affecting the viability of local governments)

The obvious question is then, how would the City of Fremantle be able to deliver these planned upgrades in the absence of revenue to do so?

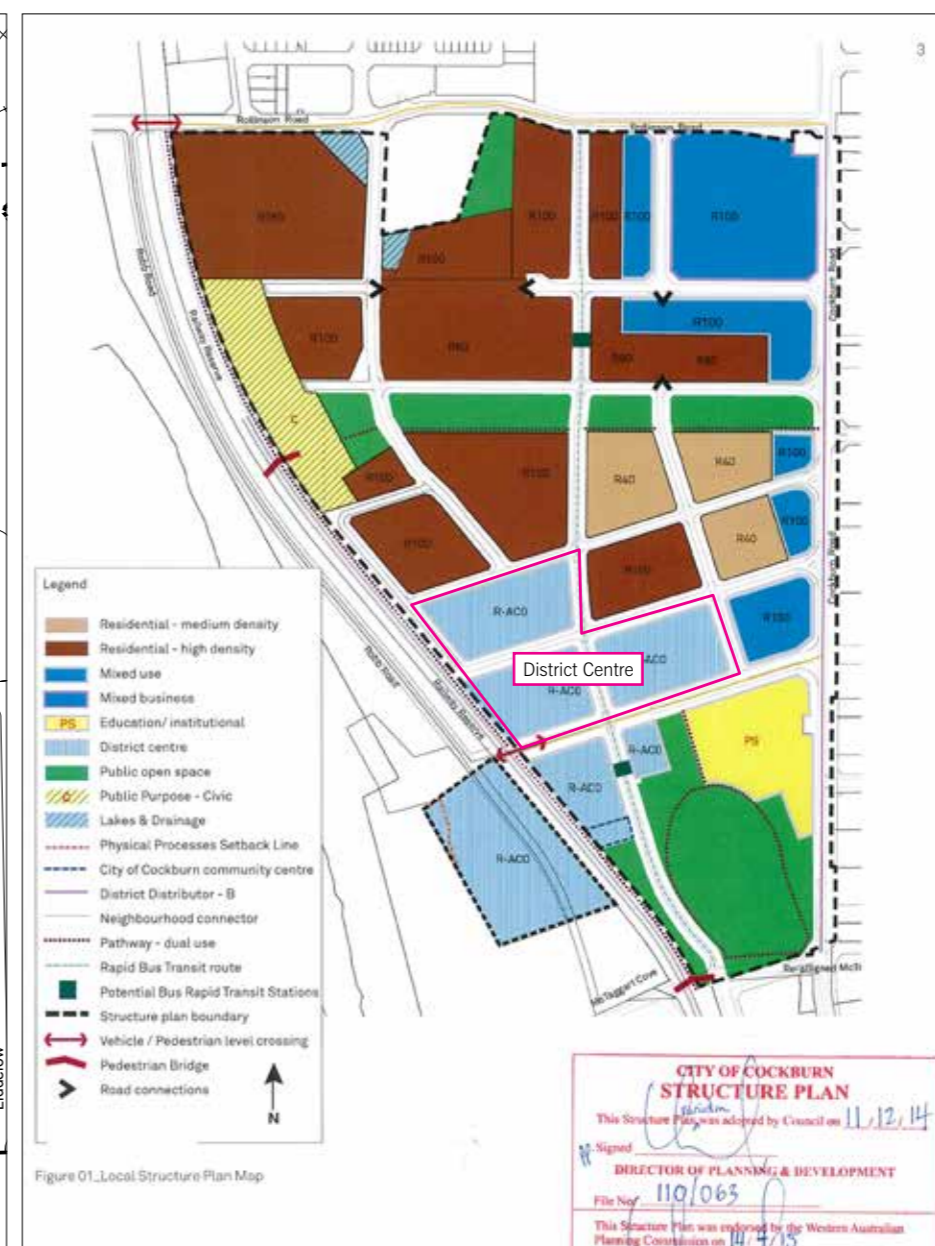


Artist impression of Simms Road beautification

4. ECONOMIC FACTORS CONT.



Revitalisation areas



Cockburn Coast Masterplan – District Centre Location

DEVELOPER CONTRIBUTION SCHEMES

Underpinning the significant proportion of the capital investment in these suburbs is the City's two developer contribution schemes. Developer Contribution Plan (DCP13) is a district-wide contribution scheme that funds local, sub-regional and regional infrastructure projects. Over the life of the scheme, DCP13 is required to generate in excess of \$100M in contributions towards the \$243M list of projects. The City of Cockburn is reasonably unique in that only two LGAs have a whole-of-district scheme in place. (Note that this is one of the most complex elements that arise from the community proposal; more detailed explanation of the matters raised below has been incorporated into Appendix 1).

DCP13 (Community Infrastructure)

Development Contribution Plan 13 (DCP13) is particularly complex in that it deals with the provision of 29 community infrastructure items.

It is important to recognise that contributions made under DCP13 are a form of 'co-contribution'. The DCP's funding mix is as follows:

- Total infrastructure investment: \$243M
- DCP13 contributions: \$127M
- Municipal fund contributions: \$116M

DCP14 (Cockburn Coast)

Development Contribution Plan 14 (DCP14) is a typical Development Contribution Plan (DCP) in that it deals with the provision of development related infrastructure within the Cockburn Coast development (Robb Jetty and Emplacement precincts). In time, there will be a similar DCP to provide for the adjacent Power Station precinct.

It is important to recognise that contributions made under DCP14 are primarily from the developers within Cockburn Coast; there is a municipal 'co-contribution' only if sufficient funds are not levied from the developers. The DCP's funding mix is as follows:

- Total infrastructure investment: \$52M
- DCP14 contributions: \$52M
- Municipal fund contributions – only required if sufficient DCP funds are not collected.

Both DCPs establish:

- The projects to be funded
- When they would be funded
- The contribution ratios between each landowner/property.

Splitting DCP13

Modelling of the existing DCP13 has been undertaken to indicate how a disaggregated DCP13 might appear. The following assumptions apply:

- A local government can only collect funds from suburbs within its own boundaries
- There is no lawful mechanism to facilitate collection of DCP funds for another entity and then transferring those funds, including funds already collected
- The obligation to provide the infrastructure items aligns to the local government boundaries. Where the location is not clear, such as the segment of B3 bike network, it has been modelled as being Fremantle to ensure the potential obligation to that local government is as transparent as possible).

DCP13 with only North Coogee and Hamilton Hill

The infrastructure items that relate to the suburbs of North Coogee and Hamilton Hill are:

- Cockburn Coast Foreshore Management Plan
- Cockburn Coast Beach Parking
- (Portion of) Bicycle Network West (2237m length of segment B3, 2825m length of segment B4 and all of segment B13)
- North Coogee Foreshore Management Plan
- Dixon Reserve / Wally Hagan Basketball Stadium
- Southwell Community Centre
- Cockburn Coast Oval

The resultant DCP rates (based on today's costings) are:

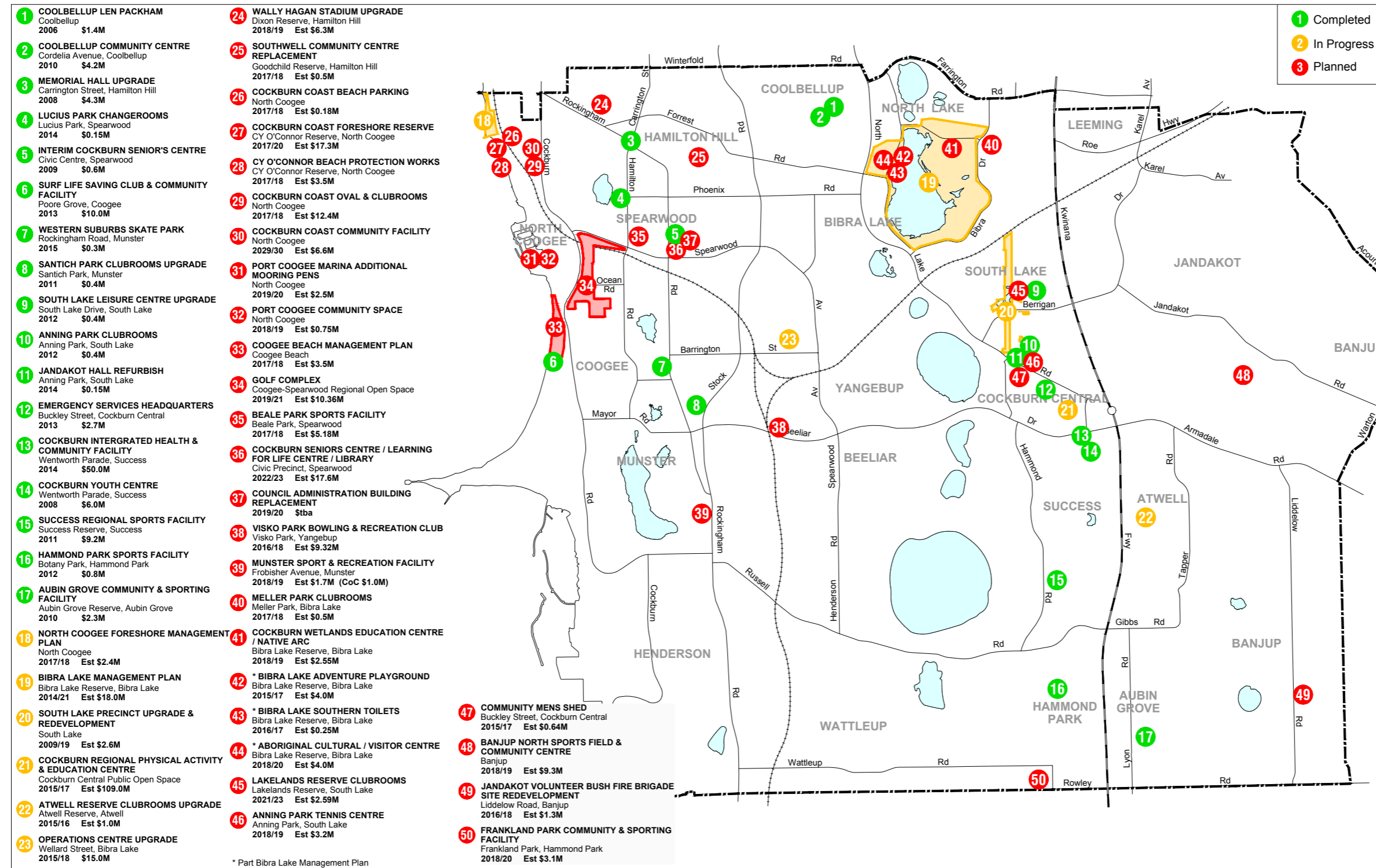
- Hamilton Hill: \$686.18 per new dwelling and/or lot
- North Coogee: \$2,231.45 per new dwelling and/or lot

The substantial drop from the current DCP rate is a matter that would be of interest to affected developers. There is, however, a flow-on impact to the LGA. The suburbs of North Coogee and Hamilton Hill contain just over \$41M worth of DCA infrastructure items, which under TPS3, the relevant LGA needs to provide (and contribute any shortfall in costs).

These suburbs contribute about \$15.2M worth of demand on these items based on their TPS3 categorisation; this is the absolute maximum figure those suburbs could be required to contribute towards. Theoretically, there is only capacity to collect the DCA payments which have not already been paid in the first five years of DCP13's operation (approximately \$0.55M collected to date) and there is no mechanism to 'transfer' funds to any other entity, including an LGA.

The municipal co-contribution for the Hamilton Hill and North Coogee items is \$17M. However, given the reduced scope for DCP collection (only \$14.6M could still be collected), and the provision within TPS3 to make good any shortfall including the funds that can be transferred from previous contributions and the share from remaining Cockburn suburbs, the real municipal contribution for Fremantle would be approximately **\$26.53M**.

4. ECONOMIC FACTORS CONT.



Community civic infrastructure and investment – planned and completed 2016–26

DCP13 excluding North Coogee and Hamilton Hill

The remaining infrastructure items have been modelled as remaining in Cockburn. The resultant DCP rates are also reduced and would range between \$2800.63 and \$5667.03 per new dwelling and/or lot. Likewise, with the scenario above, this is a flow-on impact to the local government. Cockburn would no longer be able to collect the North Coogee and Hamilton Hill share of the remaining infrastructure items.

The DCP infrastructure (excluding that in Hamilton Hill and North Coogee) totals \$202M, which under TPS3 the relevant local government needs to provide (and pick up any shortfall in costs).

The DCP component (excluding the aforementioned suburbs) is nearly \$103M. Based on their TPS3 categorisation this is the maximum figure that could be collected via the DCP. However, looking at the current categorisation of catchments, Cockburn would not be able to collect the entire North Coogee share (\$18.9M) or Hamilton Hill share (\$6.2M). Of this \$25.1M share, a total of nearly \$4M has already been collected from Hamilton Hill and North Coogee, with approximately \$3.45M relating to payments towards infrastructure that would remain in Cockburn. This leaves a funding gap (for Cockburn of \$21.65M), with only \$0.55M relating to infrastructure in North Coogee or Hamilton Hill.

There is no mechanism to transfer the \$0.55M to another entity; it must remain with the current reserve account. If these funds cannot practically be refunded to those who made the contributions at the end of the DCP time frame (June 2031), they will be able to be applied to additional facilities or improvements in the development contribution area. This amount would need to be 'quarantined' in the reserve account until 2031 to ensure it was not spent on DCP13 items for which it was not collected.

Impact of splitting DCP13

The minimum financial costs to the two local governments are funding shortfalls of:

- Fremantle municipal contribution \$26.53M (includes a minimum \$9.53M DCP shortfall)
- Cockburn municipal contribution \$116M (includes a minimum \$21.65M DCP shortfall)

Impact of transferring DCP14

The initial problem with the proposal before the LGAB is that DCP14 is completely driven by the rate of development within Cockburn Coast. If there is no development, there is no income. This has a connection to the potential for shortfalls in funds collected in the following way:

Cost escalation

While the DCP requires annual cost reviews, it is essential that the timing of the investment is accurate in order to minimise movements in project costs. Where development slows, and construction of infrastructure has to be shuffled into later years, the construction costs will increase accordingly. Infrastructure items are only able to be costed at current rates, which is why early delivery is so important.

Liability escalation

Two developers have already taken up the opportunity to undertake 'works in kind' and DCP14 now has the following liabilities:

Landcorp: approximately \$13.5M

Paino: approximately \$0.504M.

These liabilities will continue to escalate until they are either paid out or credited against another development covered by DCP14. Escalation does not stop even though income may. These liabilities come with the administrator responsibility for DCP14.

Loans raised

Under DCP14, there is the ability for the LGA to apply for loans to pre-fund the DCP14 infrastructure. Where there is insufficient income to meet those loans costs, the LGA will need to use municipal funds to make those payments in the interim.

Covering the shortfall

As previously noted, there is an inherent obligation for the local government to cover any DCP14 shortfall. In the current circumstances, this obligation lies with the City of Cockburn and was knowingly entered into; provision for this is therefore accommodated in the City's Long-Term Financial Plan.

Under the proposal before the LGAB, the City of Fremantle would need to confirm they are able and willing to accept this obligation. As noted, partial obligations have already been accepted by the City of Cockburn, which would need to be transferred to Fremantle under Governor's Orders. However, given the possibility of there being a revenue shortfall, the City of Fremantle could decline to accept this potential liability.

These outcomes make the issue of DCP disaggregation and transfer extremely complex and fraught with risk.

5. HISTORY OF THE AREA

THE HISTORY OF COCKBURN

Prior to European settlement, the Nyungar people occupied and managed the south-west of Western Australia for more than 40,000 years. The Perth region supported three Indigenous districts, including the Beeliar clan. The Beeliar district extended south of the Swan River, encompassing the two chains of wetlands that form the basis of the current Beeliar Regional Park. Whadjuk are the people of the Swan River plains, whose country is now occupied by the greater metropolitan area of Perth. The City of Cockburn recognises the historical, cultural and social connections to the land of the Aboriginal people.

The settlement around Fremantle started to develop after European settlement in 1829. The first Settlement for Cockburn was the township of Clarence, located near Woodman Point; it also housed the isolation hospital and treated and quarantined many during the Spanish flu epidemic in 1919. Cockburn Sound was named after Admiral Cockburn as a sheltered water haven and location for early settlement and the timber industry. As the Cockburn area grew, it was separated into a separate *Cockburn District Roads Board* in 1955. Subsequent to it achieving City status in 1979, the City of Cockburn has developed its own unique identity over 61 years. The following were the key milestones on this journey:

- 1871–1954: Fremantle District Roads Board
- 1955–1960: Cockburn District Roads Board
- 1961–1970: Shire of Cockburn
- 1971–1979: Town of Cockburn
- 1979–present: City of Cockburn

The history of Hamilton Hill is very important to Cockburn. Hamilton Hill is the historical heart of Cockburn. The foundation for this assertion is the unique network of well-established cultural associations and groups that have been formed with the City. Our oldest cultural group, Cockburn RSL, is based in Hamilton Hill and was formed 93 years ago. The City's Historical Society, also based in Hamilton Hill, was established 40 years ago in 1976. Each group has an enduring relationship with the City and its residents.

The City's most significant heritage building, Memorial Hall, was built in 1925 by the pioneers of Cockburn. It houses the City's war memorial and is home to Cockburn's ANZAC Day services,

art exhibitions (including Show Off and Artzplace) and Phoenix Theatre. Memorial Hall has been the centre of many of Cockburn's milestone events, and the City has developed its own conservation plan for the precinct.

Established 62 years ago, the Coogee Beach Progress Association is Cockburn's oldest Residents Association. The association actively encourages residents of North Coogee to participate in activities, and has been a key contributor to the community engagement plans for the Cockburn Coast precinct.

The City of Cockburn supports and develops these groups in all their endeavours, and has a strong desire to preserve these unique historical connections within its district.



Right: Artzplace exhibitors, Memorial Hall

Below: Show Off art exhibition, Memorial Hall





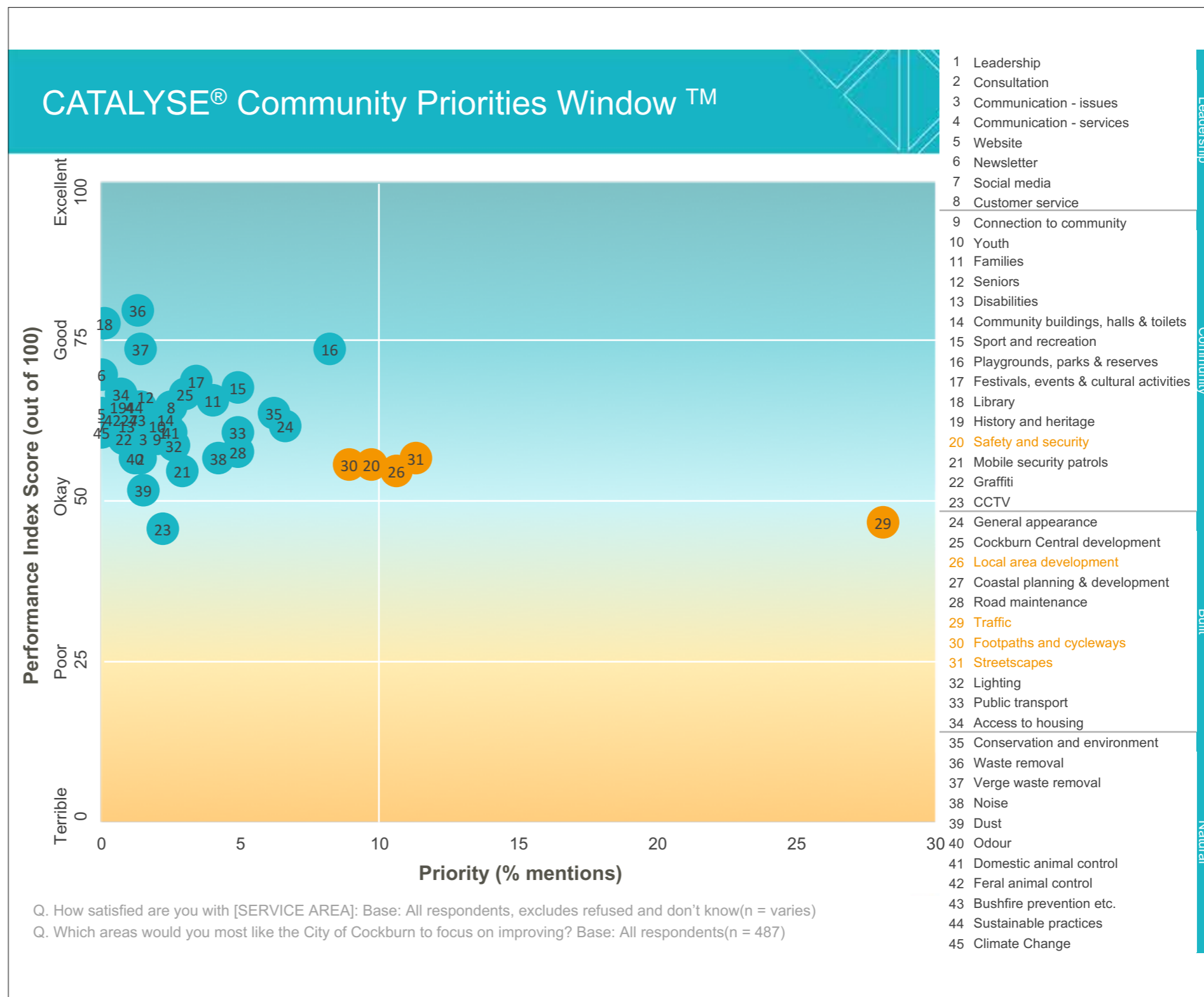
Far left: District newsletter 1966

Top left: Memorial Hall opening dinner 1925

Left: Jack Bavich, Veteran, in front of Memorial Hall

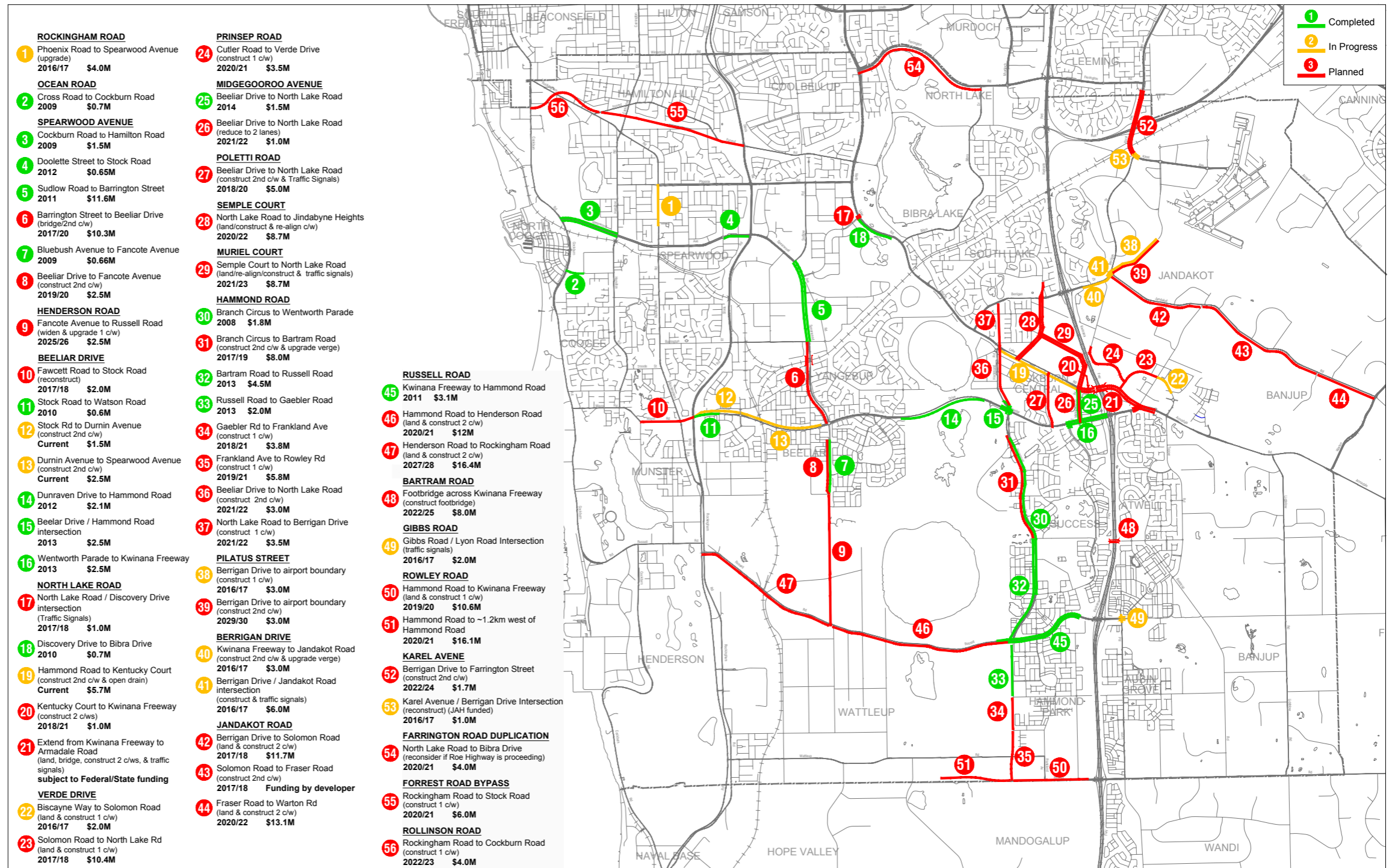
6. TRANSPORT AND COMMUNICATION

The development of effective transport linkages across a district is fundamental to maintaining the productivity of industry. The City of Cockburn recognises this and is making a considerable investment in its transport systems. Resolving traffic congestion remains the number one priority for the Cockburn community (see adjacent Community Score Card priorities graphic). For that reason, the City of Cockburn takes a whole-of-city approach, with a comprehensive regional road development plan up to 2030. The requisite investment of \$118.24M in road upgrades is incorporated into the City's Long-Term Financial Plan 2016–2026. The regional roadworks plan shows road improvements that stretch from the Coastal precinct through to other arterial roads. Removing one and a half suburbs, as per the Greater Fremantle Proposal, significantly complicates this and many other city-wide plans that Cockburn has developed following in-depth consultation with the community.



Right: City of Cockburn Community Score Card priorities 2016

Right: Regional Roadworks Plan – whole of City approach



7. MATTERS AFFECTING THE VIABILITY OF LOCAL GOVERNMENTS

Local governments should have a significant resource base to be able to efficiently and effectively exercise their proper functions and operate facilities and services with some flexibility and with the appropriate expertise and skill. The Greater Fremantle Proposal contains no financial data. The proponent makes the assumption that gaining extra ratepayers will make the City of Fremantle more viable. As we have seen under the section Economic Factors, the cost of running these two suburbs (if the same level of services is provided) versus the income related to those suburbs will not assist the viability of the City of Fremantle. The Proposal does not consider the impact of asset transfer and the ratio of assets or the debt that the City of Fremantle would inherit or the potential cost of accommodating more fleet and more staff or how the City of Fremantle would fund the infrastructure along the Cockburn Coast that will be funded by the City of Cockburn Developer Contribution Scheme. There is no financial model.

Hamilton Hill and North Coogee Income and Expenditure Summary 2015–16

Action	Basis	Value or amount \$
Breakdown of rating and other forms of revenue, including grants, fees and charges and contributions. The full breakdown has been provided to the LGAB separately at their request	Rates	8,988,767
	Grants	2,681,379
	Fees and charges	1,192,456
	Contributions	0
	Total Income to HH/NC	12,862,602
Estimate of the cost of service delivery and other costs relevant to the area including details of any employees specifically (or significantly) allocated to this area. The cost of community services includes the service delivery costs and revenues for operating Cockburn Community Care (Jean Willis Centre), Hamilton Hill. A full breakdown of these figures has been provided separately to the LGAB at their request	Parks	2,275,572
	Facilities	526,257
	Engineering and roads	809,072
	Waste management	1,806,995
	Statutory and compliance	391,000
	Community services	4,406,863
	Governance	476,000
	Corporate services	1,056,000
	Insurances	161,192
	Interest expense	223,064
	Utilities	104,477
	Depreciation	1,518,632
		Total expenditure
	Cost of servicing Hamilton Hill and North Coogee	(892,522)

Other Financial Implications

Action	Basis	Value or amount \$
Value of all assets by classification including identification of valuation method) and accumulated depreciation	Value of assets	89,633,000
	Accumulated depreciation	26,198,507
Accumulated reserves applying to the area (amount and purpose)	Municipal funded	3,628,536
	Grant funded	1,225,023
	Developer contributions	854,897
	Total reserves	5,708,456
Value and terms of any contracts, liabilities, prepayments, provisions or commitments applying in the area	Full details submitted to LGAB	
Any other issues impacting on the revenue capacity and expenditure need within the area	DCP 13 Municipal contribution for Fremantle	26,530,000
	DCP 13 Municipal shortfall for Cockburn	21,650,000
	DCP 14 Cockburn Coast – Municipal contribution for Fremantle	10,000,000
Assets located in the area which would remain within the area		63,434,567
Total value of any outstanding debt for assets within the area	Municipal debt	2,804,041
	SMRC debt	1,181,039
	Total debt	3,985,080
	Municipal debt repayment	286,012
	SMRC debt repayment	173,781
	Total debt and interest	459,793
Liabilities or employee costs that relate directly to area	Number of staff	38
	Value of annual leave	260,994
	Value of long service leave	314,273

The City of Fremantle would inherit a proportional share (11.22 per cent) of the debt for the Southern Metropolitan Regional Council (approximately \$1.2M), as well as the proportionate share of debt for Cockburn ARC (Aquatic and Recreation Centre) (approximately \$2.8M) but without any of the asset ownership of the facility.

As the Greater Fremantle Proposal contains no financial data, it fails to provide any analysis on the impacts of:

Local government operations

Where would the additional office accommodation and expanded depot facilities required to service the additional 10,000 residents be located? What would they cost and how would they be funded? The City of Cockburn has allocated \$15M on upgrading its depot to accommodate future growth to 2050.

Rate harmonisation

What is the impact of harmonising the rate differences that apply between Cockburn and Fremantle? Cockburn's average residential rates is \$1,481 (for Hamilton Hill and North Coogee which includes waste collection and community surveillance), whereas Fremantle's is \$1,710 (which includes waste but not community surveillance). This is made worse with North Coogee properties paying an average \$1,965 in Cockburn but will pay \$2,044 under Fremantle's current rating structure an increase of \$78 or 4% and for less services.

Infrastructure funding

How would the City of Fremantle fund the \$26.4M of infrastructure to be developed along the Cockburn Coast, which is currently to be funded by Cockburn's Developer Contribution Scheme? (See the section Economic Factors).

Disaggregation

The Greater Fremantle Proposal ignores the costs of disaggregating parts of the district of Cockburn; it ignores the impact of asset transfer and the ratio of assets to income.

Business processes

The cost of splitting part of one local government in to another local government will require transferring hundreds of thousands of records, redeveloping new systems and processes and will lead to a big drop in productivity. The 'economic shock' value of transferring one and a half suburbs and all of the services provided to them has not been considered within the Greater Fremantle Proposal.

Waste services

The City of Cockburn has introduced a three-bin collection system into Hamilton Hill. This includes weekly collection of recycling (which is not offered in Fremantle) and a garden organics bin (also not provided by Fremantle). How would Fremantle address these service arrangements?

Staffing

The City of Cockburn would lose about 9.7 per cent of rates revenue under the Greater Fremantle Proposal and would need to balance this loss with a similar reduction in its overall cost base. This would mean a reduction in staffing; proportionally, this is 47 FTEs of the 475 FTE workforce. As seen in the recent boundary

adjustment with the cities of Subiaco and Perth, there is no obligation for the receiving entity to take these staff. It is likely that redundancies would be required and there would be loss of some services in the remainder of Cockburn while the City seeks to balance staff numbers.

Community grant funding

The City's unique *Cockburn Community Fund* would also be impacted. The City allocates approximately \$1.3M annually to community groups; the loss of around 10 per cent of rate revenue will see this fund wound back by \$0.1M per annum. As the City of Fremantle does not provide a similar fund or level of funding to its community groups, the net loser will be groups currently in Cockburn that would fall within 'Greater Fremantle'.

Regional Centre

The Greater Fremantle Proposal talks of the City of Fremantle as a regional centre. However, Myer moved out of the City Centre, with the only department store close by at Garden City. The regional hospital in Fremantle was closed down with a new regional hospital built at Murdoch Activity Centre. The TAFE college in Fremantle will shortly be moving to Murdoch and Henderson.



City of Cockburn
Depot due for
completion in 2017

8. EFFECTIVE DELIVERY OF SERVICES

The Greater Fremantle Proposal makes no reference to impact a boundary adjustment would have on the City of Cockburn's service delivery model; most particularly community services. Cockburn operates a number of these from key service delivery hubs and the following would be impacted.

Frail aged and disability

The City operates Home and Community Care (HACC), along with National Disability Insurance Services (NDIS), from the Jean Willis Centre, a purpose-built facility in Hamilton Hill.

HACC services are delivered to 581 elderly residents spread across the District of Cockburn, with 107 (18.4 per cent) living in Hamilton Hill and the remaining 461 spread across the district. The Centre also acts as a respite location, providing social activities and group therapy sessions to the frail-aged and younger people with disabilities

It would not be a simple matter of transferring these operations to the City of Fremantle for the following reasons:

- Service Operators for Home Care Packages (these are funded by the Commonwealth Government) are provider-specific. Guidance from the Commonwealth has indicated it will not allocate funding to the City of Fremantle to administer these services as Fremantle does not have the expertise. In addition, the City of Fremantle has previously stated it does not wish to run such services.
- Cockburn has also appointed an NDIS coordinator whose duties overlap with the HACC operations. The NDIS trial covers Cockburn and Kwinana but has not expanded to Fremantle.
- Staffing reductions would need to be achieved in order to reduce Cockburn's operating costs, in line with the 10 per cent reduction in rate income. However, if Fremantle cannot deliver these services, Cockburn's only alternative would be to cut other programs, to the detriment of its remaining community.
- Cockburn would be required to lease back the facility it currently owns in order to continue delivery of the service. This arrangement is unlikely to be practical in the longer term, and a replacement asset would need to be built at a further cost imposed on Cockburn residents.

Aboriginal Community Services Delivery

As noted previously, the City of Cockburn has a larger proportion of Aboriginal residents than the City of Fremantle. Many of these residents live in the suburbs of Hamilton Hill, Spearwood, Coolbellup and South Lake. The City of Cockburn has a dedicated Aboriginal engagement officer and a network of specialist services to assist Aboriginal families. The following are provided:

Aged care

Kwobarup Indigenous Centre, co-located with the Jean Willis Centre, is the only facility in the southern suburbs that caters for Aboriginal people. It offers cultural interaction that helps maintain social bonds between family groups.

Family support

Dedicated programs for Aboriginal parents (Mytime) and grandparents are delivered from Cockburn's Coolbellup hub.

Family services

The Ottey Centre, located in the suburb of South Lake, provides family support for Aboriginal families. The City of Cockburn subsidises the operating costs for Cockburn residents.

Aboriginal Reference Group

The City of Cockburn has operated this community network group since 2002. The City was also the first metropolitan LGA in Western Australia to adopt a Reconciliation Action Plan. The City's Aboriginal Reference Group is well supported by the City and is making a submission on the Greater Fremantle Proposal.

While none of the above services and facilities may be physically removed, the integrated service delivery model would be fragmented. Grant funding for programs and cost subsidisation for families outside of Cockburn's modified boundaries would cease. A similar service model is not provided by the City of Fremantle, which has far fewer Aboriginal residents.

Loss of services for residents

Cockburn is a well-established and financially stable City that prides itself on providing a broad range of services to its community. These are services that are valued highly by the community and many are not offered by the City of Fremantle. Under a boundary change the following services would be lost to affected residents.

Cockburn Seniors Centre

The City operates a Regional Seniors Centre in Spearwood with 1133 members, 147 of which are from Hamilton Hill and North Coogee. The centre operates a wide range of ratepayer- subsidised social activities for seniors across Cockburn, including physical and social activity programs, subsidised meals and a bus service for housebound residents. It also connects to the City of Cockburn's Men's Shed, currently located in Wattleup. As the City of Fremantle has no seniors centre, what centre would the 147 members from Hamilton Hill and North Coogee attend?

Waste services

Weekly recycling, garden organics bin and access to the six free trailer passes to the City's landfill are services that would also be lost to residents impacted by the proposed boundary change.

Security patrols (CoSafe)

CoSafe is a free 24/7, year-round mobile security service with up to five security vehicles on patrol at any one time. CoSafe is an important intermediary between the community and police, working around the clock to assist the community with safety concerns and provide intelligence to WA Police. This is a regional service that offers property holiday patrols, responds to after-hours noise complaints and patrols of known crime hot-spots.

According to WAPOL crime statistics, Hamilton Hill is one of the most significant hot-spots in the district. CoSafe undertakes special watches on numerous houses on behalf of police. This service costs the City of Cockburn around \$2M annually to operate across Cockburn. With the Cockburn Police Station being relocated to Cockburn Central, the need for mobile security patrols will increase in Hamilton Hill and North Coogee.

Planning

The Greater Fremantle Proposal would impact on two key aspects of the City of Cockburn’s Strategic Planning:

Urban revitalisation

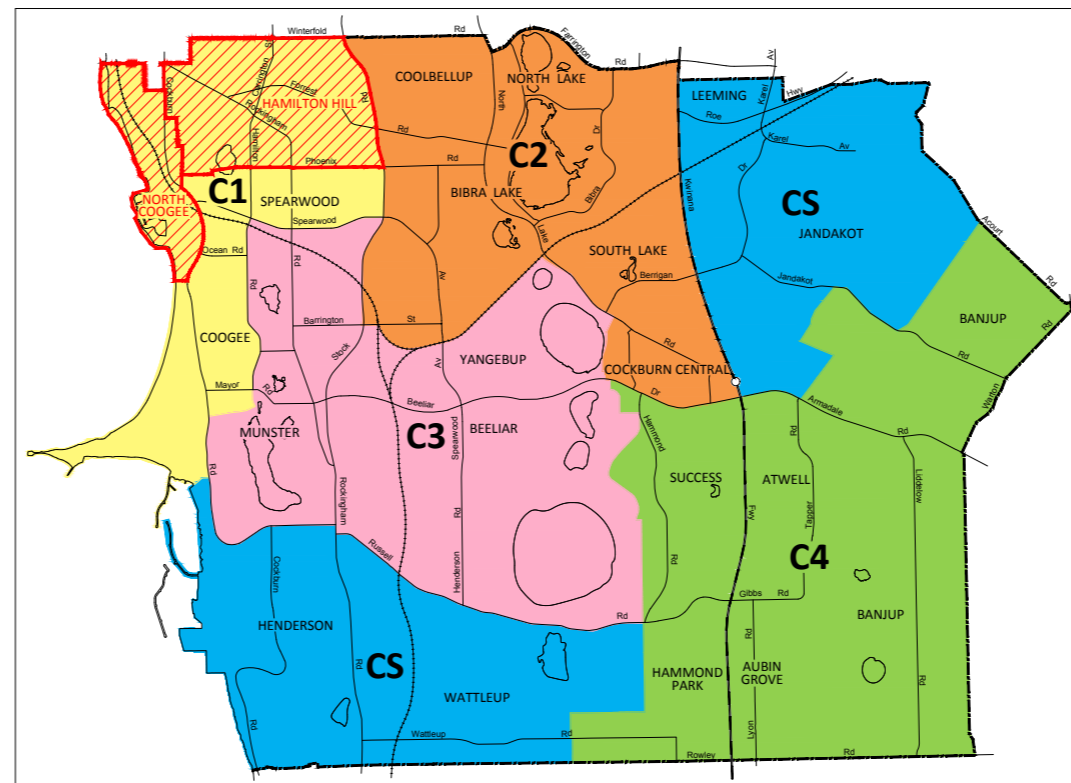
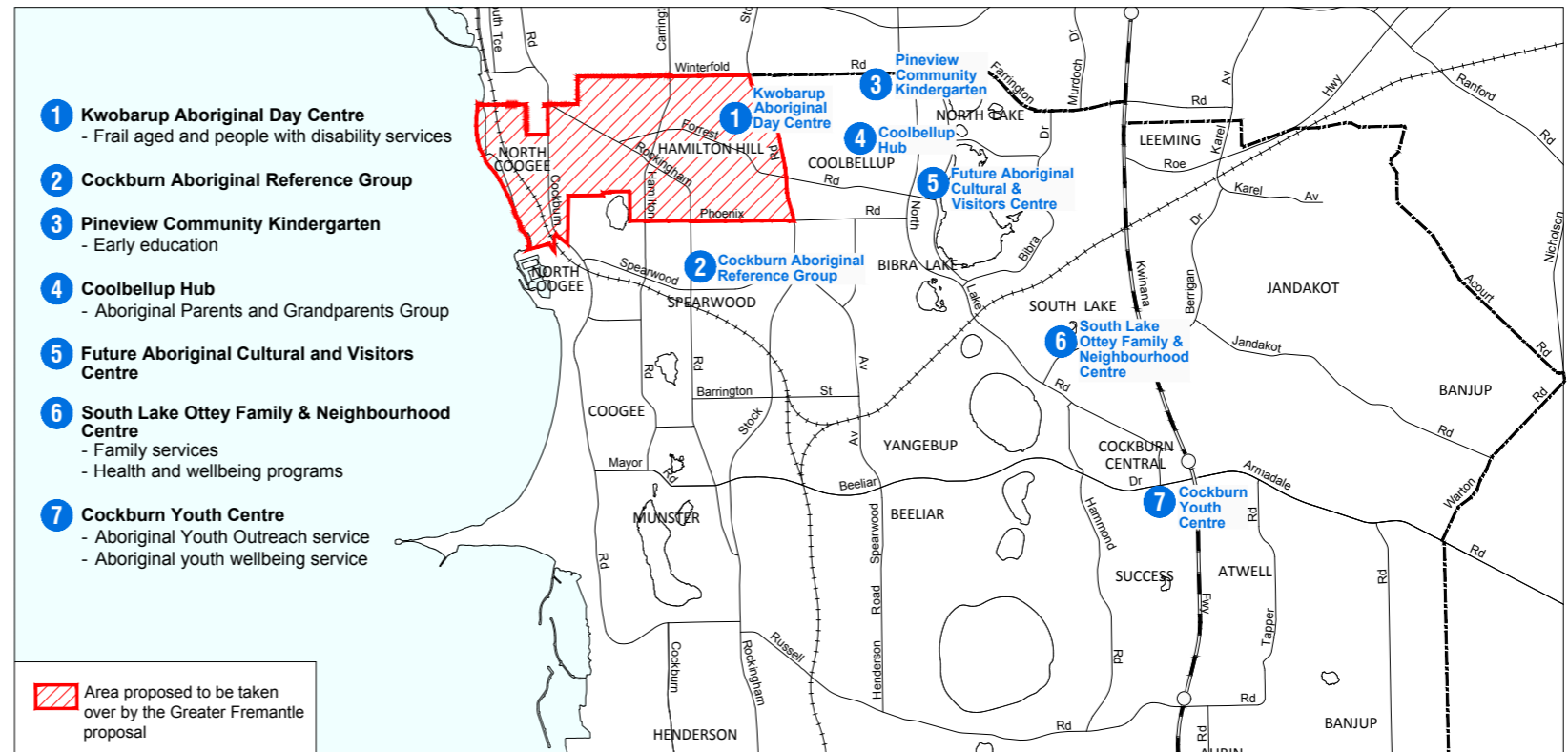
As noted previously, Cockburn has a whole-of-district urban renewal plan. The southern section of Hamilton Hill falls partly within the Phoenix Revitalisation Plan, with the remainder of the suburb covered under the Hamilton Hill Revitalisation Plan (shown in map on page 26).

The City of Fremantle has no revitalisation plans for its outer suburbs. Its focus is on the CBD.

Cockburn coast

The coastal precinct, which covers North Coogee, is book-ended by the Port Coogee development in the south and North Coogee (South Beach) precinct in the north. Although a small section of the City of Fremantle abuts the northern part of the development, the City of Cockburn has led the structure planning for these areas. The central coastal precinct is being developed mostly by Landcorp, and, as noted in the Economic Factors section, is dependent on Cockburn’s Developer Contributions framework for critical infrastructure provision.

Cockburn’s Strategic Planning team has the expertise and corporate knowledge that has underpinned the successful delivery of these precincts to date. An officer in this team also manages the collection and accounting for all DCA13 contributions. Just as the projects are intertwined, it is not possible to select individual staff and transfer them and their expertise to the City of Fremantle.



Top: Locations of Aboriginal support network
Left: CoSafe patrol zones would need to be completely re-worked under the Greater Fremantle Proposal and Hamilton Hill and North Coogee residents would lose the service

LESSONS LEARNED FROM LOCAL GOVERNMENT REFORM

In June 2016, WALGA released a revised version of its 'Lessons Learned from Local Government Reform 2011-15', the aim of which is to ensure that any future reform process is undertaken appropriately and strategically for the benefit of local communities.

The first version focused on lessons learned at a sector-wide, strategic level. The revised version includes organisational and personal learnings from participants in the reform process. It is useful to consider these lessons and benchmark them against the Greater Fremantle Proposal.

Lesson 1: A collaborative process will be more successful than a confrontational process.

The Greater Fremantle Proposal is a confrontational process that only took into consideration the views of a minority of the community. There has been no collaboration with Cockburn's community or other interest groups (mentioned in the Communities of Interest section), nor support shown by them for this proposal.

Lesson 2: A sense of uncertainty transcended the process due to the tight time frame, the political constraints of the Government, the unclear and often shifting policy framework and the ongoing political jostling from multiple stakeholders. This caused anxiety for individual staff concerned with their future as well as significant issues for Local Governments in their efforts to achieve optimal implementation outcomes.

The state government-initiated Local Government Reform process ended in 2015, and many of the LGAs impacted are only just recovering from the financial costs and cost in staff time the process consumed. Staff morale is also still recovering from the lengthy period of anxiety about staff retaining their positions. The Greater Fremantle Proposal does not consider this. Forty per cent of Cockburn staff live and work in the City. The different service delivery models used by Fremantle and Cockburn would hinder any proposed transfer of staff and expertise; the HACC service (detailed in the Effective Delivery of Service section) is a case in point. Similarly, waste collection services, which are partly outsourced in Fremantle, limit employee transfer opportunities. Nor is there any legal obligation that forces LGAs to accept staff. In the recent boundary adjustment between the cities of Subiaco and Perth, which impacted 4 per cent of Subiaco's residents, 25

Subiaco employees were made redundant. The City of Cockburn does not wish similar uncertainty to impact its workforce.

Lesson 3: It should not be assumed that the community is ambivalent about their Local Government.

The Greater Fremantle Proposal neglects to acknowledge the view of the Cockburn Community. During the state government-initiated reform, Cockburn residents were the most vocal in Perth about their LGA being broken up.

As noted in the Background section, the City of Cockburn undertook a poll* of 711 residents of Hamilton Hill and North Coogee. They were asked*: "Do you support the suburbs of Hamilton Hill and part of North Coogee remaining within the City of Cockburn's boundaries?" As per the 2009 referendum result, the majority of Hamilton Hill and North Coogee residents stated they wish to remain in the City of Cockburn. *ReachTEL Poll July 2016.



64.2%	YES I want to remain in Cockburn
17.5%	NO
18.3%	INDIFFERENT

Lesson 4: Reforms should be carefully and strategically planned and processes should be clearly defined and understood; and Local Government boundaries should not be split without an overwhelming justification.

As demonstrated above, the Greater Fremantle Proposal has not been planned strategically, and clearly there is not an overwhelming justification for changing the City of Cockburn boundaries. The rationale within the community proposal is underwhelming and contains numerous inaccuracies. There is a distinct lack of understanding on the impact of service delivery, impact on capital funding and the costs of disaggregation.

Lesson 5: Funding provided by the State Government was insufficient.

As cited above, the cost to move one and half suburbs from one LGA to another will be significant. It is a highly complex process, particularly where Developer Contribution Schemes are impacted. As there are no funds from State Government to assist with the implementation of community-led proposals, the costs would be borne by the Fremantle and Cockburn ratepayers. It is difficult to find any benefit to the community from this proposal.

STAKEHOLDER VIEWS

The Community

As part of its engagement in the preparation of this submission, the City of Cockburn invited community group representatives to a meeting in August 2016. The overwhelming view expressed at that session was the rejection of the Greater Fremantle Proposal.

The City has provided these groups with the relevant contact details for making submissions to the LGAB. While the proof of support for Cockburn will be seen during the inquiry process, the City has already received copies of submissions lodged by many of these groups.

City of Fremantle

The City of Cockburn engaged with the City of Fremantle to assess the merits of the Greater Fremantle Proposal. The proponent also held individual meetings with the mayors of both cities. The City of Cockburn advised the City of Fremantle and the proponent that it would not support his proposal as based on its assessment, the proposal was not supported by the Cockburn community it would impact.

At its August 2016 Ordinary Council Meeting, the City of Fremantle subsequently resolved (in part):

“That it does not see value in proceeding with the Greater Fremantle Proposal at this time.”

The City of Cockburn is confident the Greater Fremantle Proposal lacks the broad support of its community. In addition, neither of the two LGAs it directly impacts are interested in a boundary change. The City of Cockburn therefore seeks that the LGAB reject this proposal.

SUMMARY

In summary the Greater Fremantle Proposal is not a viable proposal.

First, the majority of people who live in Hamilton Hill and North Coogee do not want a boundary takeover by the City of Fremantle.

A significant proportion of community groups in Hamilton Hill and North Coogee do not want a boundary takeover by the City of Fremantle and lose the significant support, financial and otherwise, that they receive from the City of Cockburn. These groups are part of a broader regional network.

Hamilton Hill is the historic and cultural heart of Cockburn and should remain that way.

The demographics of Hamilton Hill is closer to that of other Cockburn suburbs and the demographic of North Coogee bears no resemblance to Fremantle.

The Greater Fremantle Proposal would split critical infrastructure, revitalisation plans, bushfire management of one area, and a future mountain bike trail between two Councils. It would also impact on a number of strategies that have been developed with a whole of Cockburn approach e.g. the natural areas management plan.

The Greater Fremantle Proposal offers no detailed financial plan and fails to recognise the debt the City of Fremantle would incur. It has no regard for the significant future expenditure required on the Cockburn coast in regard to sea level rise; significant future capital works in these suburbs which the community is expecting,

The Greater Fremantle Proposal does not acknowledge the complexity or the financial implications of splitting up the Developer Contribution Scheme.

The City of Cockburn spends more on servicing Hamilton Hill and North Coogee than it receives in income, thus rendering the supposed economic purpose of the Greater Fremantle Proposal invalid. The net loss of servicing Hamilton Hill and North Coogee is (\$892,522), based on 2015–16.

The proposal does not meet the recommendations of the 2016 WALGA paper, which captured lessons learned from the 2011-2015 Metropolitan Local Government Reform process.

Neither the City of Cockburn nor the City of Fremantle have supported this proposal.

APPENDICES

APPENDIX 1

DEVELOPER CONTRIBUTION – DISAGGREGATION IMPACTS

TPS Transitional Arrangements

Should the LGAB resolve to recommend any Proposal to split the City of Cockburn, the Planning and Development Act 2005 (P&D Act) would be relied upon for provisional arrangements. The P&D provisions in s73 (2) state:

s73 (2) Where land included in a local planning scheme is in the district of more than one local government, or is in the district of a local government by which the scheme was not prepared, the responsible authority in relation to the local planning scheme may be one of those local governments or for certain purposes of the scheme one local government and for other purposes of the scheme another local government.

The word ‘may’ has been emphasised as it introduces the elements of choice and exemption. Conceivably, a local government may opt to not be the administering authority for part of a disaggregated TPS. The administration of a single DCP, as outlined below, is a complex matter that requires tracking of development approvals, collecting funds, acquitting expenditure, annual costings review, five yearly population review, project management, capital works planning and major contracts procurement. In a single local government this requires an integrated suite of processes; for example, town planning, building approvals, accounting transactions, etc. However, splitting such a Scheme across more than one local government makes this much harder to coordinate. What s73 (2) fails to detail is how the complexities involved in the transition arrangements are resolved.

Review of practicalities

The co-contribution nature of the Scheme means it relies on the certainties of its economics, i.e. the amounts required and timing of these, as well as the commitment to expenditure. The initial problem with the proposal before the LGAB is that it would change the fundamentals of this economic equation in two ways:

1. Relative share of municipal funding

The disaggregation of Cockburn’s rate structure would impact the balance sheet of both LGAs differently. Fremantle would receive a significant increase in population, 11.7% of Cockburn’s population represents an amount equivalent to 40% of Fremantle’s current population, but also a more substantial asset liability; Fremantle would acquire a relatively greater asset liability than it would income, making its overall fiscal position less secure.

These changes would impact the cash flow positions of both LGAs. With less cash available for infrastructure spending, each LGA would need to review the timing of its commitment to projects. Where the LGA considers it can no longer deliver the infrastructure in the time frame proposed by the TPS, would it now require approval from the other LGA for variation?

2. Cost escalation

While the DCP requires annual cost reviews, it is essential that the timing of the investment is accurate in order to minimise movements in project costs. So this becomes the first challenge; even before the DCP is split, the timing and cost of all projects will need to be reviewed to account for the changed fiscal position of the LGAs. Projects would have to be shuffled into later years and the construction costs would increase accordingly. Infrastructure items are only able to be costed at current rates which is why early delivery is so important.

Co-funding: As previously noted, the scheme is one that requires co-contribution. In order to receive the DCP element, the municipal fund contributions must be agreed. In the current circumstances funding is required only from the City of Cockburn, and provision for this is detailed in the City’s Long-Term Financial Plan.

Under the Greater Fremantle Proposal, both LGAs would need to guarantee their co-contributions. These would have to be based on their relative share of the municipal obligation being transferred. However, as this is not an equal arrangement, considerable discord would be expected.

There is a principle that a decision of one council cannot bind a future council. Even if an agreement was made for Fremantle to cross-subsidise projects under a new boundary arrangement, how long would it take for a new council to request this position be

reviewed, possibly by way of a new Town Planning Scheme?

Current liabilities: Along with the obligations for municipal co-contribution would be the need to accommodate the current DCP13 liabilities to developers. As an example, a developer Landcorp in North Coogee has already incurred a ‘credit’ under DCP13. The community infrastructure projects that would be inherited by the City of Fremantle have in part been commenced as ‘works in kind’ by Landcorp in North Coogee. These works are recorded as a liability against the DCP, which will be credited against further development Landcorp seeks to undertake. In simple terms, Landcorp will not need to make a DCP13 payment for their upcoming developments within North Coogee until their credit is used up. If the credit cannot be used, the DCP fund must pay out this liability to Landcorp.

Tracking contributions: The DCP is levied at the earliest of four potential points in the development cycle:

- Endorsement by the WAPC of a Deposited Plan or Survey Strata Plan
- Commencement of development
- Endorsement by the WAPC or local government of any strata plan
- Approval of a change of use.

Under disaggregation, both LGAs would be overseeing the DCP collection through their Planning and Building Departments. What happens when one of them fails to take a contribution? Each LGA would have to have its own processes in place to ensure these instances were minimised. This alone would increase administrative expenses, a cost that is allowed to be passed on into the DCP. This cost would be shared between the municipal and developer contributions, but it does mean that all parties need to contribute more than at present. A complication would also arise if a developer disputes either a contribution rate or the cost of an infrastructure item, as they are entitled to under the TPS. Should this occur, who would take responsibility for the liaison with the developer and provide detail and possibly representation (including legal instruction and costs) to the Commercial Arbitration Tribunal or State Administrative Tribunal?

APPENDIX 1 CONT.

TPS consolidation: The process of producing new TPS for each LGA would also be slow. The experience of local government reform in Queensland demonstrated this, with new TPS taking 3–5 years to create. The more complex changes, such as disaggregating a complex DCP such as this, will mean it is likely to take longer, or it may be prevented from occurring till the end of DCP13's lifespan (June 2031). What happens when a part of the contributing LGA's TPS needs amending?

Withdrawal provisions: For the reasons outlined above an 'exit' arrangement would need to be included. The most likely scenario is that an expanded City of Fremantle might seek to withdraw as the DCP would be a net drain on its financial (capital funding) resources. Under the initial transition provisions, this could not occur from the outset as that LGA would still have to administer Cockburn's TPS. However, having given appropriate notice, perhaps during the process of TPS consolidation, an LGA would be able to withdraw. What impact would this have on the DCP contributions receipted up to that point?

As outlined, the DCP receives contributions at different rates for different projects. The scheme has already accepted approximately \$23M over the past five years from hundreds of contributors. Should a particular project not proceed, the part contribution related to this project would need to be refunded. Picking through these would be a complex exercise. There is also the issue of changes in property ownership. Who will receive the refunded contribution when the original contributor is no longer the property owner? Was the contribution a levy on the constructed value of the property, or a development cost for the developer?

UNCERTAINTY

The issues outlined above, are presented to show the difficulties that disaggregation presents. While the P&D Act makes provisions for transition arrangements, the complexity of this task increases both the risk and cost associated with management of the TPS.

For developers, these uncertainties also flow into project costing. The TPS allows for a developer to pre-fund construction of a project and claim back these costs. As noted, this process was undertaken by Landcorp for the development of the Cockburn Coast area in North Coogee. However, if any of the changes outlined above lead to a shortfall in anticipated DCP contributions, which party, Cockburn or Fremantle, is left to absorb this?

Naturally, all parties would seek to minimise their liabilities. To avoid such outcomes there is a potential that the timing of projects is impacted as binding legal arrangements are sourced to protect the future DCP co-funding. This would have to entail agreements with both LGAs.

GOVERNOR'S ORDERS

While the P&D Act would provide for the City of Cockburn's TPS to be administered leading up to any disaggregation of DCP13 or DCP14, for the reasons outlined above, it would also introduce a complex series of matters that would need a solid legal basis for resolution.

The issue of a Governor's Order begs the question as to whether all of these matters can be resolved satisfactorily, while at the same time resolving the myriad of matters that adjusting the local government boundary will introduce. It should be noted that Governor's Orders created for previous changes to other LGAs have never had to contemplate unique developer contributions schemes such as DCP13.

APPENDIX 2



8th July 2016

FINAL RESULTS

ReachTEL conducted a survey of 711 residents across the suburbs of Hamilton Hill and North Coogee. The survey was conducted during the night of 7th July 2016.

Introduction

We are conducting this survey on behalf of the City of Cockburn.

A local resident has lodged a proposal to have the suburbs of Hamilton Hill and part of North Coogee transferred from the City of Cockburn to the City of Fremantle. The City of Cockburn is keen to understand the position of its residents and we would like to ask your view on this:

Question 1:

Do you support the suburbs of Hamilton Hill and part of North Coogee remaining within the City of Cockburn’s boundaries?

	Total	Hamilton Hill	North Coogee	Female	Male	18-34	35-50	51-65	65+
Yes	64.2%	64.9%	55.6%	67.2%	61.1%	55.0%	64.3%	70.7%	80.0%
No	17.5%	16.4%	38.9%	14.4%	20.6%	24.2%	13.9%	14.7%	13.3%
Indifferent	18.3%	18.8%	5.6%	18.3%	18.3%	20.8%	21.7%	14.7%	6.7%

Question 2:

Do you believe that residents should be offered a referendum on the proposal to transfer these suburbs to the City of Fremantle?

	Total	Hamilton Hill	North Coogee	Female	Male	18-34	35-50	51-65	65+
Yes	57.2%	57.9%	44.4%	55.0%	59.4%	56.7%	55.7%	58.1%	61.4%
No	31.0%	31.3%	27.8%	31.1%	30.9%	31.7%	32.2%	31.1%	27.3%
Indifferent	11.8%	10.7%	27.8%	13.9%	9.7%	11.7%	12.2%	10.8%	11.4%

This survey was conducted using an automated telephone based survey system among 711 voters. The data has been weighted to reflect the population age and gender distribution as provided by the ABS. Telephone numbers and the person within the household were selected at random. Copyright ReachTEL Pty Ltd.

Of the 711 residents, 311 were from Hamilton Hill and 398 were from the part of North Coogee, subject to the boundary takeover proposal

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This information is available in
alternative formats upon request