COUNCIL MEETING 24 JANUARY 2023

REPORT 2 REVIEW OF WARDS, BOUNDARIES AND COUNCILLOR REPRESENTATION LEVELS

In the development of the Review of the Wards, Boundaries and Councillor Representation Levels Options, the City of Mandurah (the City) obtained advice from the Department of Local Government, Sport and Cultural Industries on how a reduction to Councillor Representation Levels may take effect in accordance with the *Local Government Act 1995* (the Act).

Based on advice received, the City formulated a proposed option (Option 2) to reduce to 8 Councillors over a transition period, where the 2023 Local Government Election reduces the representation to 10 (reducing North and Coastal to a total of two councillors per ward between 2023-2025 resulting in only one seat that is vacant at the 2023 election) and the final adjustment is made at the 2025 Local Government Election where the representation reduces to 8 (reducing the East Ward and Town Ward to a total of two councillors per ward resulting in only one seat that is vacant at the 2025 election).

On 13 January 2023 the Department provided updated advice to the City regarding Option 2. The Department advised that as the City is not impacted by the Local Government Reform, which requires some local governments to reduce their councillor representation levels in accordance with population levels, a transition over two elections may not be an available approach for the City to effect a reduction to councillor representation levels. The Department has advised that should Council wish to consider the reduction to representation levels, an alternative method should be considered to ensure consistency with the Act requirements.

Amended Option 2

The City is now proposing an amendment to Option 2. The amended Option would not immediately cause a reduction to the number of offices available at the 2023 Ordinary Election and would not take effect until the 2025 Ordinary Election.

The reduction to Councillor Representation Levels would be achieved through a reduced term of office of two years, for one (1) office for the North Ward and one (1) office for the Coastal Ward at the 2023 Ordinary Election. At the 2025 Ordinary Election, there would be four (4) offices available (one for each ward), resulting in a reduction to 8 Councillors (9 including the Mayor).

The Final Report Review of Wards, Boundaries and Councillor Representation Levels Council (refer *Attachment 2.4*) has also been amended (refer to tracked changes on pages 23 to 26 and 29).

Option 2: Four Wards, 8 Councillors

That Council:

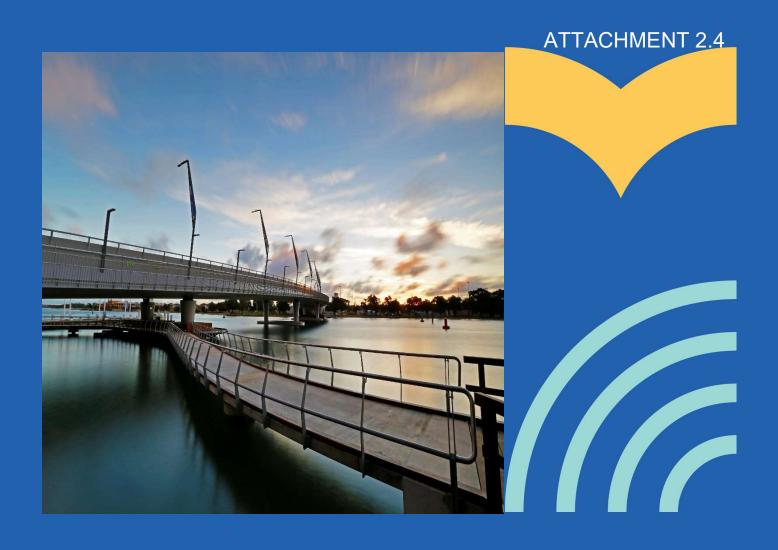
*In accordance with clause 9 of Schedule 2.2 of the *Local Government Act 1995*, proposes to the Local Government Advisory Board that:

- 1. An order be made under section 2.2(1)(c) of the *Local Government Act* 1995 to change the ward boundaries of the City of Mandurah as detailed in Attachment 2.4.
- 2. An order be made under section 2.18(3) of the *Local Government Act 1995* to decrease the number of councillors for the City of Mandurah from twelve (12) to eight

ADDITIONAL INFORMATION FROM A/DIRECTOR BUSINESS SERVICES

- (8) to take effect over a transition period of two Local Government Elections as set out below: from the 2025 Ordinary Election. As a consequence, under schedule 4.2 of the Act, at the 2023 Ordinary Election, one (1) office for the North Ward and one (1) office for the Coastal Ward is for a term of two years.
 - a. At the 2023 Local Government Election decrease the number of councillors for the City of Mandurah from twelve (12) to ten (10), reducing the North Ward and Coastal Ward to a total of two councillors per Ward between 2023-2025, and only one (1) office for the North Ward and one (1) office for the Coastal Ward at the 2023 Local Government Election is vacant.
 - b. At the 2025 Local Government Election reduce the East Ward and Town Ward to a total of two councillors and only one (1) office for the East Ward and one (1) office for the Town Ward at the 2025 Local Government Election is vacant.
- 3. Requests the Chief Executive Officer to forward this resolution, the City of Mandurah Final Report as detailed in Attachment 2.4, Attachments 2.1 and 2.2 to the Local Government Advisory Board for its consideration.

^{*}ABSOLUTE MAJORITY REQUIRED*



Final Report Review of Wards, Boundaries and Councillor Representation Levels





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Introduction

In accordance with the *Local Government Act 1995* (the Act), the City of Mandurah (the City) is reviewing its Ward system, Ward boundaries and Councillor representation levels across the City of Mandurah District. The purpose of the review is to evaluate the current ward and representation levels and consider other options to identify a Ward System that best reflects the characteristics of the City's community. The Final Report Review of Ward, Boundaries and Councillor Representation Levels (this Report) addresses these matters and considers the options to formulate a preferred option to the Local Government Advisory Board.

Background

Under the *Local Government Act 1995*, the City is required to review its wards from time to time and at least every eight years. The current Ward system and its boundaries were last reviewed in 2014. Since 1992, the City has had four wards with 12 Councillors. The last ward review, conducted in 2014, resulted in no changes to the ward system or councillor representation levels.

The structure of the City of Mandurah Council currently consists of a Mayor, who is popularly elected by the City's electors and 12 Councillors elected from four Wards, with three councillors representing each Ward.

At its meeting held on 27 September 2022, Council adopted a Review of Wards, Boundaries and Councillor Representation Levels Discussion Paper. Following Council adoption of the Discussion Paper, the City undertook a six-week local public notice process to inform the community of the proposed review and invite comments and submissions which will inform the review process.

Community Consultation

The Discussion Paper Ward Review, Boundaries and Councillor Representation Levels was advertised for public comment for 46 days from 29 September 2022 to 14 November 2022 via the following methods:

- Local Public Notice
 - Website
 - Newspaper
 - o Public Noticeboards
 - Social Media
- Online via the Mandurah Matters Website
- Emails to all Residents Associations
- Community Engagement
 - Information Stand at the Wearable Art Festival, Sunday 16 October 2022
 - Place Enrichment Strategy Community Workshops (information provided)
 - Greenfields Community Centre
 - Mandurah Aquatic and Recreation Centre

Through this engagement process the City received 64 submissions from members of the community.

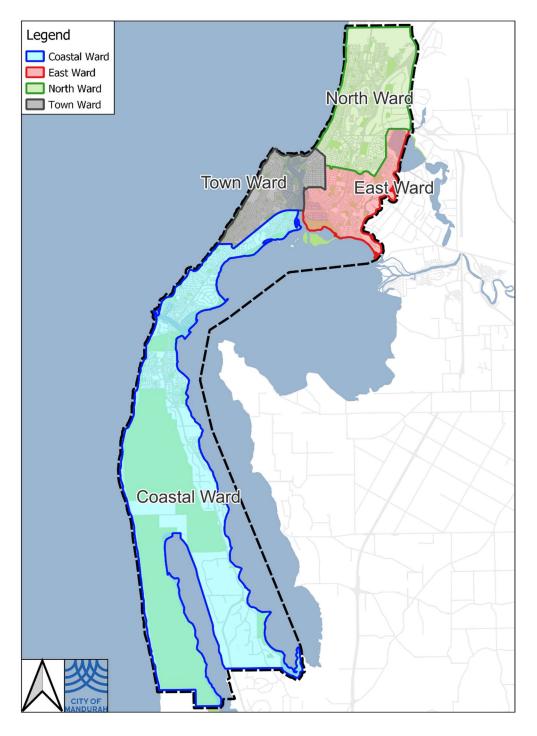


Current Ward and Councillor Representation

Since 1992, the City has had four Wards with 12 councillors. The last ward review, conducted in 2014, resulted in no changes to the Ward system or councillor representation levels. Due to the rapid population growth within the District, if the ward system remains, an adjustment to the Ward boundaries is required to ensure the ratio between councillor and elector remains within a deviation of plus or minus 10%.

The structure of the City of Mandurah Council currently consists of a Mayor, who is popularly elected by the City's electors and 12 Councillors elected from four Wards, with three councillors representing each Ward.

A map depicting the **current** Ward boundaries is below:





Assessment Factors

When considering changes to Ward boundaries and councillor representation levels, the Act specifies certain factors that must be taken into account as part of any review process, including:

- Physical and topographic features
- Demographic trends
- Economic factors
- Community of interest
- Ratio of Councillors to electors in the various Wards

Each of the above factors are addressed for the District of Mandurah as a whole and where relevant, addressed within the context of each option.

Physical and Topographical features

These may be natural or man-made features that will vary from area to area. Water features such as rivers and catchment boundaries may be relevant considerations. Coastal plain and foothills regions, parks and reserves may also be relevant as well as other man-made features, such as railway lines and freeways.

City of Mandurah Response:

The District of Mandurah covers 173 square kilometres, is 50km long yet only 8km wide (at its widest point), and stretches from Madora Bay and Lakelands in the north to Herron and Clifton in the south. Mandurah's natural environment and visual landscape forms part of the District's Ward boundaries, including Peel-Harvey Estuary, Mandurah Estuary, Peel Inlet, the Indian Ocean and Yalgorup National Park. Significant physical built features include the Old Coast Road, Mandjoogoordap Drive, Pinjarra Road and Mandurah Road and key bridge infrastructure including Dawesville, Mandurah and Estuary bridges.

A summary of most significant physical and topographical features for each Ward is set out below:

Coastal Ward

The Coastal Ward consists of seven suburbs which are located at the southern end of Mandurah, abutting the East and Town Ward Boundaries. The suburbs of Bouvard, Clifton and Herron are largely rural residential areas situated in the most southern end of the District. The Old Coast Road, the RAMSAR listed Peel-Harvey Estuary, Yalgorup National Park, Island Point, Tims Thicket Beach, Thrombolites and the Indian Ocean are some of the key features of these areas.

The suburb of Dawesville is located between the Peel-Harvey Estuary and the Indian Ocean south of the Dawesville Channel and east of the Old Coast Road. This includes Southport, which is part of the Port Bouvard canal development bordering the Dawesville Cut. Dawesville includes localities of Melros and Florida Beach, and several landmarks including Pyramids Beach, the Cut Golf Course, Caddadup Reserve, Dawesville Foreshore Reserve and Warrungup Spring Reserve.

Falcon locality spans the northern part of the Ward and the suburb is between the Indian Ocean to the west and the Peel-Harvey Estuary to the east, its southern boundary abutting Wannanup



and its northern boundary abutting Halls Head (Seascapes) and Erskine. Falcon includes Cox Bay, Falcon Bay, Novara Beach, Pleasant Grove Reserve.

Wannanup and Erskine share a boundary with Falcon. Wannanup is bounded by Falcon in the north, Peel Inlet in the east, the Dawesville Channel in the south and the Indian Ocean in the west. Some of the key features include Avalon Beach, North Port and East Port canals and Village Beach. Erskine is bounded by Old Coast Road and the Mandurah Bypass in the north, the Mandurah Estuary in the east, Peel Inlet in the south. Some of the most significant physical features of Erskine include Len Howard Conservation Park, Mandurah Quay Marina and Boundary Island.

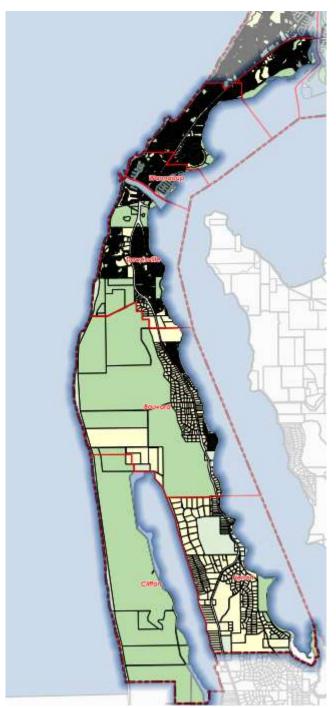


Image: Coastal Ward Boundary (current)



Town Ward

The Town Ward consists of three suburbs. Mandurah is bounded by the Indian Ocean, Henson Street and Mandurah Terrace in the north, Mandurah Road in the east, Boundary Road and near Pinjarra Road in the south and the Mandurah Estuary in the west. Some of the key features include the Mandurah Bridge, Kwillena Gabi Pool, Town Beach, Mandurah Ocean Marina and the Eastern Foreshore Reserve. The suburb of Mandurah is shared with the East and North Ward.

Halls Head is bounded by the Indian Ocean in the north and west, the Mandurah Estuary in the east and the Mandurah Bypass/Old Coast Road and a line north of Vanessa Road, Falcon in the south. A large suburb, Halls Head includes localities of Old Halls Head and Seascapes and several landmarks including Robert Point, Doddies Beach, Blue Bay Beach and Mandurah Country Club and Port Mandurah canals.

A small portion of Dudley Park is included in the Town Ward. Refer to East Ward below for the key physical and topographical features of the Dudley Park suburb.



Image: Town Ward Boundary (current)

North Ward

The North Ward consists of eight suburbs.

Silver Sands and San Remo are smaller beachside housing estates that consist of local parks and coastline. They are bounded by the Indian Ocean in the west and Mandurah Terrace/Mandurah Road in the east.



Parklands is bounded by Mandjoorgoordap Drive and Kwinana Freeway to the north, Stock Road to the east, Mandjoorgoordap Drive to the west and Gordon Road to the south. Parklands is home to Marlee Reserve, Lakes Lawn Cemetery and is a rural residential housing estate. Lakelands is bounded by the City of Rockingham boundary in the north, Mandjoorgoordap Drive in the east, suburb of Meadow Springs in the south and Mandurah Road in the west. Lakelands is home to Black Swan Lake, Paganoni Lake and wetlands.

Madora Bay is bounded by the City of Rockingham boundary in the north, Mandurah Road in the east, Karinga Road in the south and the Indian Ocean in the west. Madora Bay is home to beachside estate consisting of, local parks, reserves and coastline.

Meadow Springs is bounded by the Mandjoogoordap Drive in the east, Gordon Road in the south and Mandurah Road in the west. This suburb includes Meadow Springs Golf and Country Club and Quarry Adventure Park.

Greenfields is bounded by Gordon Road/Lakes Road in the north, Mandurah Road in the west, Pinjarra Road in the south and Serpentine River in the east. The suburb includes Geogrup Lake Nature Reserve and Bortolo Park. Greenfields is shared with the East Ward.

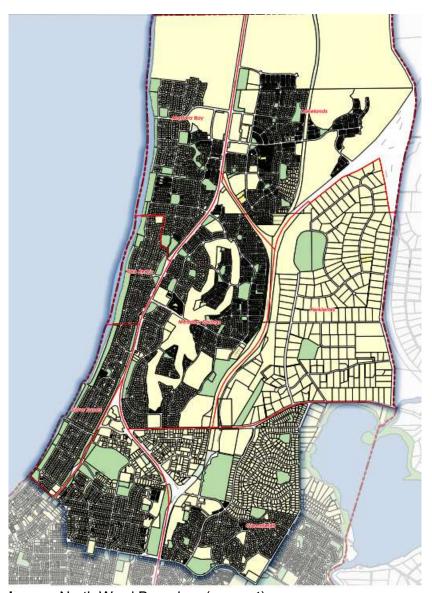


Image: North Ward Boundary (current)



East Ward

In addition to the suburbs of Dudley Park, Greenfields and Mandurah which are shared with Town and North Ward, the suburb of Coodanup is bounded by Pinjarra Road in the north, the Serpentine River in the east, Peel Inlet in the south and by Wanjeep Street, Coodanup Drive and the Mandurah Bypass in the west. Some of the key features include Coodanup and Riverview Foreshore and Beacham Reserve.

Dudley Park is bounded by Pinjarra Road, Boundary Road, and Coodanup Drive in the north, Wanjeep Street in the east, Peel Inlet in the south and the Mandurah Estuary in the west. Features includes Soldiers Cove, Creery Wetlands, Samphire Cove Nature Reserve and Mariners Cove canals. A small portion of suburb of Dudley Park is located in the Town Ward.

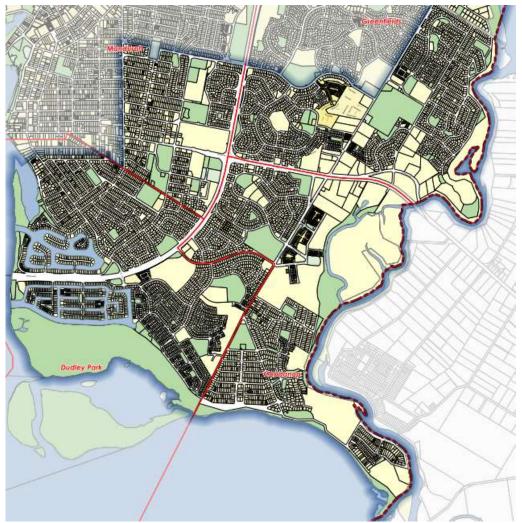


Image: East Ward Boundary (current)

Demographic Trends

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



City of Mandurah Response

Over the last two decades, Mandurah has experienced a rapid expansion in the size of its population, with annual growth of more than 3 per cent per annum between 2000 and 2020.

The City has a current population of 93,414¹. It is anticipated that the population by 2036, will be 119,877².

City of Mandurah	Forecasted Population
Year	2036
City of Mandurah	119,877
Coodanup	6,093
Dawesville - Bouvard - Herron - Clifton	13,636
Dudley Park	8,059
Erskine	6,307
Falcon	6,263
Greenfields - Parklands	13,490
Halls Head	17,080
Lakelands	10,888
Madora Bay	7,724
Mandurah	14,004
Meadow Springs	9,257
Silver Sands - San Remo	2,532
Wannanup	4,545

Table: Population and household forecast, by 2036 (Forcast ID).

Mandurah will become home to approximately 26,000³ new residents over the next 15 years. This equates approximately 14,000⁴ additional dwellings being required to be built within Mandurah.

The most significant developments are located within the North Ward. The Madora Bay North, Lakelands East and Ocean Hills developments could result in approximately 4,650 new residential dwellings being developed and approximately 13,000 new residents over the next five to ten years. Other suburbs for significant development, located in the south, are Florida and Melros, which will result in approximately 500 dwellings accommodating an additional 1,400 new residents over the next five years.

In addition, through the implementation of the City's Local Planning Strategy, the suburb of Mandurah may result in the densification of dwellings, with an estimated increase of 8,500 dwellings. Significant areas of land have already been zoned to allow for infill development within these areas. However, this will take some time and is not likely to be of significance for this Ward review.

The median age for the City is 45 years of age compared to 38 years of age for Western Australia and Australia. The highest proportion of the population is aged between 65 and 69 years of age and 70 - 74 years of age compared to Western Australia's highest proportion age group being 35 - 39 years of age. 66% of Mandurah's population is born in Australia, with the next highest country of birth being England at 11.3%.

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¹ 2021 Australia Bureau of Statistics (ABS) Census Population for Mandurah District

² ID Forecast

³ 2021 ABS Census population for Mandurah District is 93,414. ID Forecast population estimates at 2036 for Mandurah is 119,877

⁴ 2021 ABS Census for the number of dwellings is 44,094. ID Forecast estimates the number of dwelling at 2036 for Mandurah is 58,443.



The City's unemployment rate is 5.4%⁵ and is higher than that of the Western Australia average of 3.4%. Mandurah also has a significantly lower rate of participation in the labour force than the rest of Western Australia, attributable to its older population (including early retirees) and low rates of workforce engagement among females and young people.

Mandurah has a substantially lower share of professionals and a higher share of machinery operators and drivers, and sales workers relative to Western Australia. Professionals make up 14% per cent of the total workforce, compared with 20.5% for Western Australia. In contrast, technicians and trade workers form 19.7% of Mandurah's most common occupations compared to 16.2% for Western Australia.

The table below demonstrates the unemployment rate across the District of Mandurah.

	Unemployed	Labour Force	Unemployment Rate
Dawesville - Bouvard	139	3,622	3.8%
Falcon - Wannanup	161	4,183	3.8%
Greenfields	334	3,755	8.9%
Halls Head - Erskine	277	8,626	3.2%
Mandurah	491	3,608	13.6%
Mandurah - North	280	9,755	2.9%
Mandurah - South	330	3,982	8.3%
Total City of Mandurah	2,012	37,531	5.4%

There is a higher proportion of couple families without children at 46.3% in Mandurah compared with 38.8% for Western Australia. There is a lower proportion of couple families with children under 15 years of age at 35.3% compared with 44.6% for Western Australia. There is a slightly higher proportion of one-parent families in Mandurah at 17.1%, compared with 15.1% for Western Australia.

Economic Factors

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

This may include the industries that occur in a local government district (or the release of land for these) and the distribution of community assets and infrastructure such as road networks.

City of Mandurah Response

For the most part, the Ward boundaries do not align to similar economic activities as Mandurah's unique tourism and commercial offerings overlap Wards. Mandurah has historically been seen as a tourism destination with its natural assets in abundance making the tourism industry a significant contributor to the City's economy. The Mandurah Foreshore and Peel Harvey Estuary and surrounds remain significant tourist attractions. Across all Wards, Mandurah's beaches, waterways and national parks provide the basis for a range of recreation and leisure activities, as well as retail and commercial opportunities.

The majority of identified tourism sites are located within the Mandurah City Centre precinct. The Mandurah Terrace, Mandurah Ocean Marina and Mandurah City Centre Precincts provide for a mix of tourism accommodation, tourist related commercial, restaurant and retail functions required for Mandurah to continue to operate as a tourism destination.

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⁵ March 2022 National Skills Commission Small Area Labour Markets



The Mandurah Quay Precinct in the Coastal Ward contains the Mandurah Quay Resort and Boundary Island Brewery. The City's Tourism Strategy highlights the importance of retaining this site for tourism purposes due to its location adjacent to an established resort with facilities and amenities, and adjacent to the waterfront.

The City has identified three 'district centres' within the District of Mandurah located within the suburbs of Lakelands, Halls Head, and Falcon. District centres generally serve the main weekly household shopping, service and community needs of the district. District centres are predominantly retail focused, but may include a limited mix of other uses such as offices, medical and professional services, hospitality and entertainment and housing.

Under Local Planning Scheme No. 12, light, service and general industries, showroom and bulky goods developments are accommodated within the Industrial, Service Commercial zones and Activity Centres. The Service Commercial zones and Activity Centres are within the precincts of Pinjarra Road, Gordon Road, Mandurah Ocean Marina, Lakelands, Halls Head and Galbraith Loop.

The Gordon Road Precinct has also been identified as being ideally situated in terms of its central location, access to regional roads and infrastructure, to be considered a Service Commercial and Light Industry zone.

Community of interest

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

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

It can also include dependence on the shared facilities in an area as reflected in catchment areas of local schools and sporting teams, or the circulation areas of local newspapers.

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

City of Mandurah Response

The Peel-Harvey Estuary is highly valued by the community for its natural and recreational values and is a significant tourism drawcard. The Peel-Harvey Estuary forms part of the Peel Yalgorup RAMSAR listing and is one of the largest and most diverse estuarine complexes in South, Western Australia supporting an array of species and communities.

The District of Mandurah has 28 public and private schools providing both primary and secondary education, as well as special education programs. The Murdoch University Peel Campus, is co-located with John Tonkin College and Challenger TAFE at the Peel Education Campus.

Peel Health Campus provides a wide range of healthcare services with a 24-hour emergency care centre and comprehensive medical, surgical, maternity and rehabilitation services. The hospital accommodates a specialist medical centre as well as pharmacy and diagnostic services.

The City is home to a number of key sporting and recreation facilities including Mandurah Aquatic and Recreation Centre and Rushton Park, in addition to a range of sporting grounds and courts available across the district. The District of Mandurah has a broad range of sporting clubs with 65 sporting groups operating across all Wards, however are predominately located in the East Ward.



There are three libraries within the District of Mandurah, with Mandurah Library located in the East Ward, Falcon e-Library and Community Centre located in the Coastal Ward and Lakelands Library and Community Centre in the North.

Ratio of Councillors to electors

It is expected that each local government will have similar ratios of electors to councillors across the wards of its district. A balanced representation would be reflected in the ratio deviation being within plus or minus 10% for all wards.

The percentage ratio deviation is calculated by subtracting the councillor/elector ratio for a ward from the average councillor/elector ratio for the whole district. The result is then divided by the average councillor/elector ratio for the whole district and multiplied by 100 to give a percentage.

A **negative** result indicates that the ward is **under-represented**, and a **positive** result indicates the ward is **over-represented**.

The City's current Ward system, demonstrates that there is an imbalance in representation across the City as following:

- North Ward and Coastal Ward being under-represented (-16.44% and -10.79% respectively).
- Town Ward and East Ward are considered to be over-represented (13.20% and 14.03% respectively).

The percentage ratio deviation shown in the table below, provides an indication of the current percentage difference between the average Councillor/elector ratio for the whole of the City district (one Councillor to 5,602 electors) and the Councillor/elector ratio for each Ward⁶.

Ward Name	Suburb (No. of Electors)	No. of Electors Per Ward	No. Councillors	Councillor: Elector Ratio	% Ratio Deviation	Comment
Coastal Ward	Bouvard (732) Dawesville (5,259) Clifton (0) Erskine (4,559) Falcon (4,449) Herron (366) Wannanup (3,254)	18,619	3	1 : 6,206	-10.79%	Ratio of councillor to elector is under-represented
East Ward	Coodanup (3,265) Dudley Park (4,954) Greenfields (4,680) Mandurah (1,548)	14,447	3	1 : 4,816	14.03%	Ratio of councillor to elector is over-represented
North Ward	Greenfields (2,948) Lakelands (3,998) Madora Bay (2,704) Mandurah (1,521) Meadow Springs (6,066) Parklands (453) San Remo (773) Silver Sands (1,105)	19,568	3	1 : 6,523	-16.44%	Ratio of councillor to elector is under-represented
Town Ward	Dudley Park (398) Halls Head (10,710) Mandurah (3,480)	14,588	3	1 : 4,863	13.20%	Ratio of councillor to elector is over-represented
	TOTAL	67,222	12	1 : 5602		

^{6 14} September 2022 Statistical Area Level 1, Western Australian Electoral Commission

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Public Submissions

The City has put forward a number of options for Ward and representation change for discussion and to encourage submissions and comments. It is important to note that the options were provided for discussion purposes only and are not intended to be all encompassing or to indicate which options would be supported by the City.

The following options were proposed in the discussion paper:

- Option 1 Four Wards, 12 Councillors (boundary adjustment)
- Option 2 Four Wards, 8 Councillors (boundary adjustment)
- Option 3 No Wards, 12 Councillors
- Option 4 No Wards, 10 Councillors
- Option 5 No Wards, 8 Councillors
- Opportunity for other options to be recommended by the community

Members of the community were invited to provide any options for change to the City for consideration as part of the ward and representation review process. The City received a total of 64 submissions.

A summary of the submissions is below:

- 47% of the public submissions (30 out of 64) supported the Council retaining the current level of Councillors, noting that of the 30 responses in favour of the current level, 23 supported Option 1, 5 supported Option 3 (retain 12 Councillors/no Ward System) and 2 provided alternative options which retained the current levels of councillor representation and proposed to:
 - Retain the four wards/12 Councillors and investigate a system of indigenous engagement; and
 - Retain the four wards/12 Councillors and increase Councillor representation levels in Coastal and North to 4 per ward and in the East and Town 2 per ward.
- 53% (34 out of 64) supported the Council reducing the Councillor representation levels, noting that 24 out of 64 supported Option 2 (reduction to 8 Councillors), 2 supported Option 4 (10 Councillors/no Ward System), 5 supported Option 5 (8 councillors/no Ward System) and 3 other options suggested by the community proposed a reduction to the number of Councillors:
 - Remove wards and reduce Councillors to 5;
 - o Retain 4 wards and reduce Councillors to 10; and
 - Retain 4 wards but reduce Councillors to Town and East to 2 per ward (overall 10 Councillors).
- 81% (52 out of 64) supported retaining the Ward System.

Options

The Local Government Advisory Board considers that the ratio of councillors to electors is the most relevant determining factor in undertaking a ward review. The options presented in the discussion paper, and as assessed in this Report, sets out the approach for achieving a balanced representation across the ward system and explores options for the retention or reduction to Councillor representation levels.



Ward System (Options 1 and 2)

Options 1 and 2 propose to retain the current four Ward System, noting a boundary adjustment is required for both options due to the current ratios. Option 1 retains the same number of Councillors and Option 2 proposes a reduction to the number of Councillors.

It should be noted that the current Ward boundaries for the most part, do not align with physical and topographical features, such as the Peel Inlet and Dawesville Channel, Old Coast Road/Mandurah Road, and Pinjarra Road. Further, current Ward boundaries divide a number of localities. For example, Greenfields is represented by both North and East Wards, Dudley Park is represented by both East and Town Wards, and Mandurah is represented by North, East and Town Wards.

Whilst it is preferable that any future amendments to Ward boundaries do not dissect suburbs, this has not been fully achieved in this Ward Review, however the City has attempted, where available, to use main roads to define the boundaries.

A Ward system divides the local government district into Wards with Councillors elected from each Ward and representing the electors in that Ward.

The advantages of a ward system may include:

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

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

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



Reduction in Councillor Representation

The ideal number of Councillors for a local government is determined independently by each local government. The City of Mandurah Council currently has 12 Councillors, and a popularly elected Mayor.

Options 2, 4 and 5 propose a reduction in the number of Elected Members.

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

- The decision-making process may be more effective and efficient if the number of elected members is reduced.
- Cost efficiencies for the City and ratepayers, saving approximately \$42,000⁷ per Councillor per annum.
- Fewer elected members are more readily identifiable to the community.
- Fewer positions on Council may lead to greater interest in elections with contested elections and those elected obtaining a greater level of support from the community.

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

- A smaller number of elected members may result in an increased workload for incumbent members and may reduce efficiency and effectiveness.
- There is the potential for dominance in the Council by a particular interest group.
- A reduction in the number of elected members may limit the diversity of interests of Council.
- Opportunities for community participation in Council's affairs may be reduced if there are fewer elected members for the community to contact.

The options are further explained below.

Option 1 – Four Wards, 12 Councillors

It is recommended that Option 1 be eliminated from further consideration.

Option 1 Overview

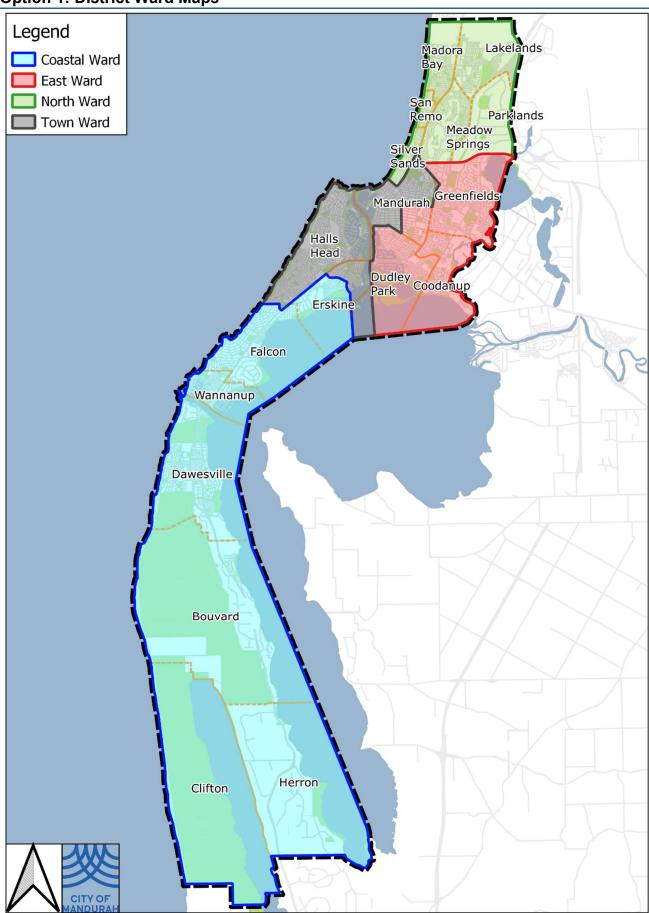
- 12 Councillors
- Four Ward System (North, East, Town and Coastal)
- Adjustments to the boundaries to rectify the imbalance of councillor to elector ratio

Review of Wards, Boundaries and Councillor Representation Levels Final Report

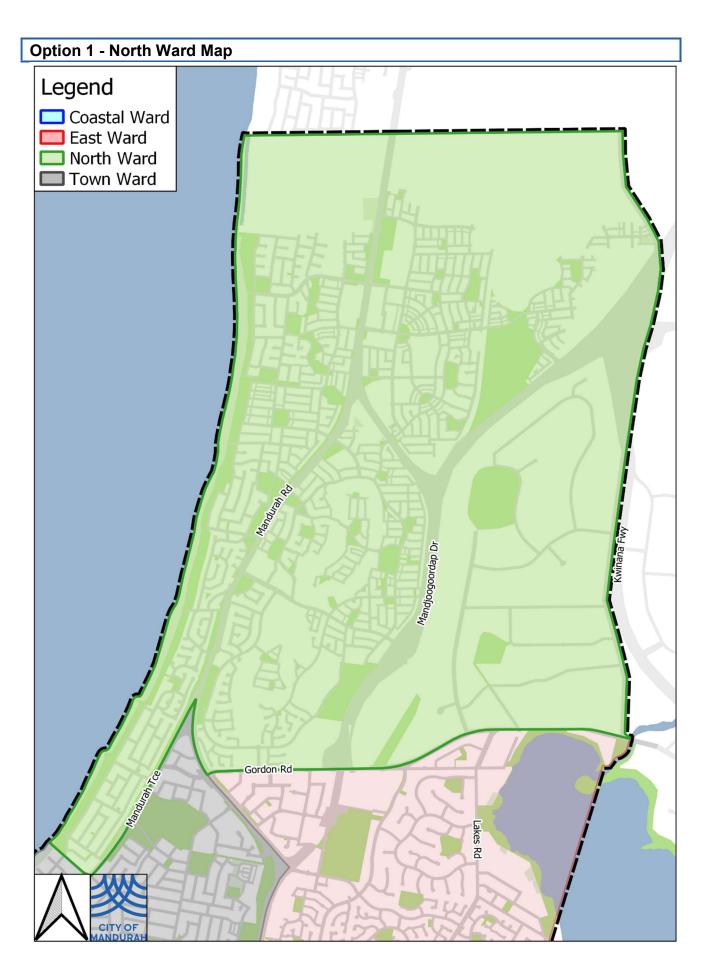
⁷ 2022/23 Councillor Sitting Fee \$32,470; ICT Allowance \$3,500; Training Allocation \$4,000; Home Office \$125; Clothing \$500; Mileage/travel \$1,405



Option 1: District Ward Maps

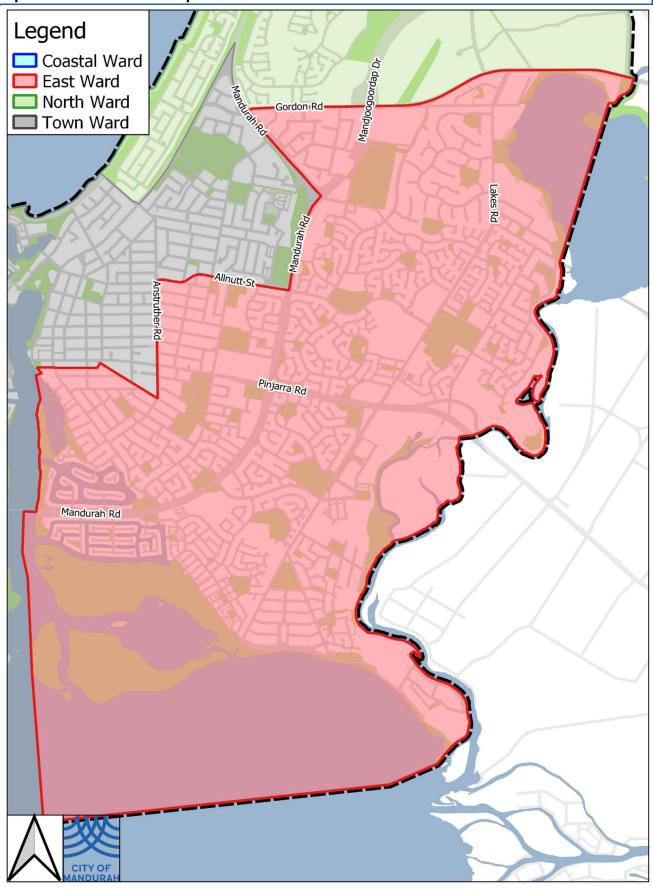






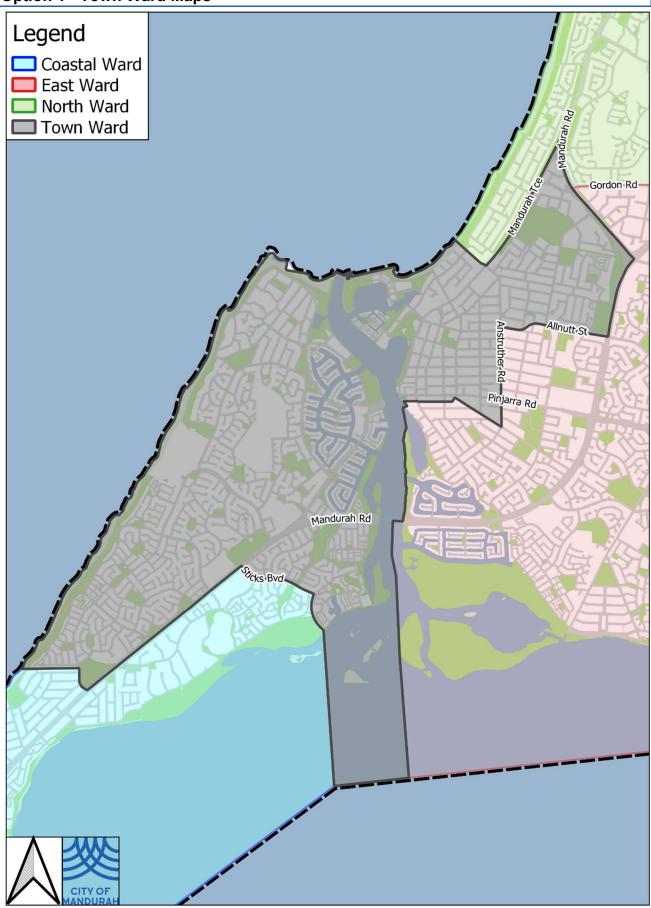


Option 1 - East Ward Map



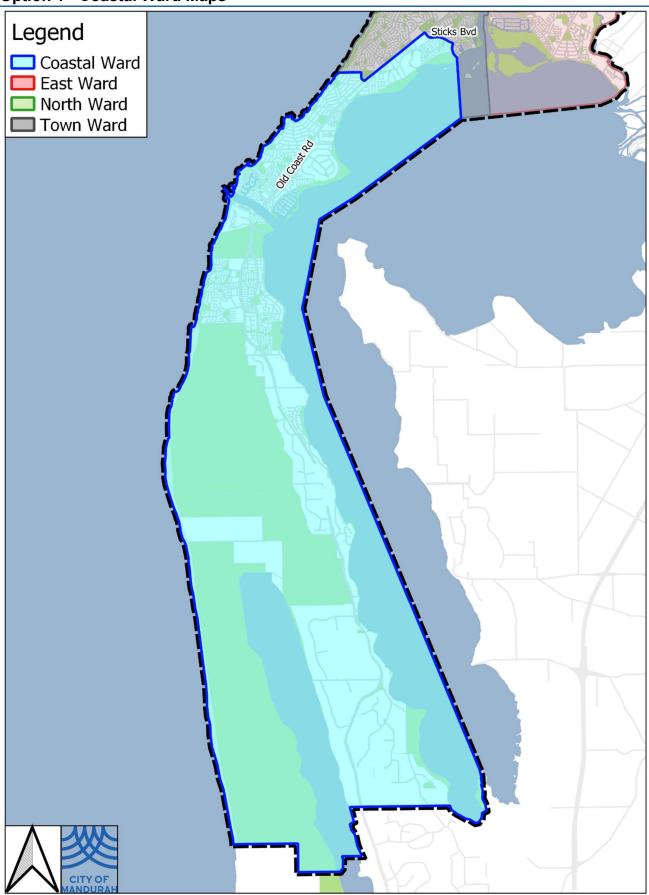


Option 1 - Town Ward Maps





Option 1 - Coastal Ward Maps





Option 1: Ratio of Councillors to Electors					
Ward Name	No of electors	No of councillors	Councillor to elector ratio	% Ratio deviation	
Coastal Ward	16,855	3	5,618	-0.29%	
East Ward	17,489	3	5,830	-4.07%	
North Ward	15,099	3	5,033	10.15%	
Town Ward	17,779	3	5,926	-5.79%	
Totals	67,222	12	5,602		

Note: significant growth is forecasted for the North Ward, therefore a ratio marginally greater than 10% (10.15%) is proposed for this Ward. This is further explained in the demographic trends of the Option 1 Assessment Factors section below.

Option 1 Assessment Factors

Physical and Adjustment to the East Ward boundary will align, at the Northern and topographic Western sides, to main roads of Gordon Road and Mandurah Road. features This adjustment will result in the suburb of Greenfields forming part of East Ward. An additional boundary adjustment will result in the whole suburb of Dudley Park forming part of the East Ward. North Ward boundary will align, at the southern end to Gordon Road and Mandurah Road. This adjustment will place the northern portion of Mandurah in the Town Ward and the southern component of Greenfields in the East Ward. This adjustment will reduce the suburbs in the North Ward from eight to six to include Silver Sands, San Remo, Meadow Springs, Parklands, Madora Bay and Lakelands. Town Ward boundary at the northern end will align to Mandurah Road and Mandurah Terrace resulting in the Mandurah Train station forming part of the Town Ward boundary. The northern end of the Coastal Ward boundary will align with the existing suburb boundary of Halls Head of the Western side and a new boundary of the Eastern side of Sticks Boulevard (Erskine). Demographic East Ward population is expected to experience slow growth and low trends potential for expansion in the coming years and any growth is unlikely to impact on the ratios. Madora Bay North, Lakelands East and Ocean Hill District plans within North Ward is expected to be the largest growth areas which the population forecast to increase by approximately 4,650 new residential dwellings being developed and approximately 13,000 new residents over the next five to ten years. Coastal Ward's population forecast is expected to increase through residential developments in Florida and Melros with a potential increase in approximately 500 dwellings accommodating an additional 1,400 new residents over the next five years. The Mandurah City Centre precinct which includes the suburb of Mandurah has been identified as a significant growth area. It is anticipated through this regeneration and redevelopment of the inner

Mandurah area, approximately 8,455 new dwellings will be created,



	however this increase will unlikely impact on this ward review and could take decades to be realised.
Economic factors	Due to the close proximity to the Town Ward, a portion of the northern end of Erskine, which includes the Boundary Island Brewery would form part of the Town Ward.
	The southern end of Mandurah, located between Mandurah Terrace, Mandurah Road and Allnutt Street (currently in North Ward) contains commercial, residential and transport (Mandurah Train Station). It is proposed that these areas form part of the Town Ward. This area is in close proximity to the City Centre.
Community of interest	The boundary adjustment will result in the Murdoch University Mandurah Campus forming part of the East Ward (currently North Ward). There are clear synergies with the University Campus forming part of the East Ward as the University Campus specialises in health courses including Nursing and postgraduate Counselling-Creative Arts Therapies. Bortolo Pavilion, Greenfields will also form part of the East Ward. Foundation Christian College would form part of East Ward (currently North Ward).
	North Mandurah Primary School and Mandurah High School would form part of Town Ward (currently North Ward).
	There are no other significant impacts to the other boundary adjustments.

Recommendation

It is recommended that Option 1 be eliminated from further consideration.

Whilst the community responses also demonstrated support for Option 1, a reduction to the number of Councillors may enable the decision-making process be more effective and efficient. The reduction will also provide cost efficiencies for the City and ratepayers, saving approximately \$42,0008 per Councillor per annum.

Option 2 - Four wards, 8 Councillors

Option 2 is the recommended option.

Option 2 Overview

8 Councillors achieved through a reduced term of office of two years, for one (1) office for the North Ward and one (1) office for the Coastal Ward at the 2023 Ordinary Election. At the 2025 Ordinary Election, there would be four (4) offices available (one for each ward), resulting in a reduction to 8 Councillors (9 including the Mayor). with a transition period, where the 2023 Local Government Election reduces the representation to 10 (reducing North and Coastal to a total of two councillors between 2023-2025 and only one seat at the 2023 election is vacant) and the final adjustment is made at the 2025

^{8 2022/23} Councillor Sitting Fee \$32,470; ICT Allowance \$3,500; Training Allocation \$4,000; Home Office \$125; Clothing \$500; Mileage/travel \$1,405



Local Government Election where the representation reduces to 8 (reducing the East Ward and Town Ward to a total of two councillors and only one seat at the 2025 election is vacant).

- Four Ward System (North, East, Town and Coastal)
- Adjustments to the boundaries to rectify the imbalance of councillor to elector ratio as per Option 1 Ward Maps

Option 2 - Ratio of Councillors to Electors				
Ward Name	No of electors	No of councillors	Councillor to elector ratio	% Ratio deviation
Coastal Ward	16,855	2	8,428	-0.29%
East Ward	17,489	2	8,745	-4.07%
North Ward	15,099	2	7,550	10.15%
Town Ward	17,779	2	8,890	-5.79%
Totals	67,222	8	8,403	

Note: significant growth is forecasted for the North Ward, therefore a ratio marginally greater than 10% (10.15%) is proposed for this Ward. This is further explained in the demographic trends of the Option 2 Assessment Factors section below.

Option 2 Assessment Factors

Refer to Option 1 Assessment Factors.

Recommendation

Option 2 is the recommended option. Option 2 retains the current four ward system, reduces the Councillors to 8 by 2025 Ordinary Election and provides for a boundary adjustment.

A summary of the recommendation is below:

Retaining the ward system

The District of Mandurah covers 173 square kilometres and is 50km long and stretches from Madora Bay and Lakelands in the north to Herron and Clifton in the south. The need to maintain relevance with a large geographical boundary may place a burden on councillors when fulfilling their duties to the community. The current four Ward System enables Councillors to represent their Wards and develop an understanding of local issues within their geographic Ward area. Notwithstanding section 2.10 of the Act requires Councillors to represent the interests of electors, ratepayers and residents in the district, not just their particular ward.

The community consultation process strongly supported a ward structure similar to that which already exists, with 81% supporting the Ward System.

The **advantage** of a ward system includes:

- Councillors may be more accessible to electors of the Ward they represent.
- Different sectors of the community can be represented ensuring a good spread of representation and interests amongst elected members.



- There is potentially more opportunity for elected members to have a greater knowledge and interest in the issues in their ward.
- It may be easier for a candidate to be elected if they only need to canvass one ward.

Reducing to 8 Councillors

53% (34 out of 64) of the submissions supported a reduction to the Councillor representation levels, noting that 24 out of 64 supported Option 2 (reduction to 8 Councillors), 2 supported Option 4 (10 Councillors/no Ward System), 5 supported Option 5 (8 councillors/no Ward System) and 3 other options suggested by the community proposed a reduction. This was marginally higher than the responses to retain the current levels with 47% of the public submissions (30 out of 64) supported the Council retaining 12 Councillors.

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

- The decision-making process may be more effective and efficient if the number of elected members is reduced.
- Cost efficiencies for the City and ratepayers, saving approximately \$42,0009 per Councillor per annum.
- Fewer elected members are more readily identifiable to the community.
- Fewer positions on Council may lead to greater interest in elections with contested elections and those elected obtaining a greater level of support from the community.

If this option is supported the reduction to Councillor Representation Levels it is recommended that there be a reduction to the Councillor representation levels would not have an immediate impact on the number of offices available at the 2023 Ordinary Election and the reduction to eight (8) councillors would take effect until the 2025 Ordinary Election.

The reduction to Councillor Representation Levels would be achieved through a reduced term of office of two-years, for one (1) office for the North Ward and one (1) office for the Coastal Ward at the 2023 Ordinary Election. Effectively, the candidate with highest votes would hold a four-year term (until 2027) and the candidate with the second highest votes would hold the two-year term until 2025 in the North and Coastal Wards.

The reduction to Councillor Representation Levels would take full effect at the 2025 Ordinary Election where there would be four (4) offices available (one for each ward), resulting in a reduction to 8 Councillors (9 including the Mayor).

A number of options have been explored to achieve the reduction to Councillor Representation Levels, including a transition over two Ordinary Elections, the approach identified above appears to be most consistent with the current requirements of the Local Government Act 1995.

over two Local Government Elections. This will enable the Council to transition from 12 to 10 at the 2023 Local Government Election and finalise the reduction to 8 at the 2025 Local Government Election.

⁹ 2022/23 Councillor Sitting Fee \$32,470; ICT Allowance \$3,500; Training Allocation \$4,000; Home Office \$125; Clothing \$500; Mileage/travel \$1,405



This approach will provide Council and community time to adjust to the representation levels and will not have an over a transition period and reduce the immediate impact on elector to councillor ratios. Following the full transition 2025 Ordinary Election the to elector to Councillor Ratio will be 1:8,403, which is considered reasonable for the City of Mandurah, particularly given the retention of the Ward System which enables Councillors to represent their wards at a local level.

It should be noted that Wards, Councillor Representation Levels and Councillor to elector ratios are diverse across local governments. This is demonstrated in the table below, which sets out the number of electors, councillors and wards across a sample of Band 1 Local Governments.

Local Government	Electors at 30/09/2022	No. Councillors	No Wards	Councillor : Elector Ratio
City of Armadale	60,247	14	7	1:4303
City of Bayswater	48,463	11	4	1:4405
City of Belmont	26,934	8	3	1:3366
City of Busselton	30,264	9	0	1:3362
City of Canning*	56,631	11	5	1:5148
City of Cockburn*	81,103	9	3	1:9011
City of Fremantle*	24,270	12	6	1:2022
City of Gosnells	77,666	12	0	1:6472
City of Joondalup*	115,817	12	6	1:9651
City of Kalgoorlie*	17,070	12	0	1:1422
City of Kwinana	28,682	8	0	1:3585
City of Melville*	73,670	12	6	1:6139
City of Perth*	14,765	8	0	1:1845
City of Rockingham*	90,738	11	3	1:8248
City of Stirling*	153,574	14	7	1:10969
City of Swan	101,916	14	5	1:7279
City of Wanneroo	137,545	14	7	1:9824

^{*}Popularly elected Mayor

Boundary Adjustment

As significant growth is forecasted for the North Ward a ratio marginally greater than 10% (10.15%) is proposed for this Ward. Refer to Option 1 Assessment Factors for detailed information supporting the adjustment.

No Ward Systems (Options 3 – 5)

A no Ward System provides for all Councillors to be elected by all constituents. These Councillors represent all electors across the entire local government district.

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

- Elected members are elected by the whole community not just a section of it. Knowledge
 and interest in all areas of the Council's affairs would result in broadening the views
 beyond the immediate concerns of those in a ward.
- Members of the community who want to approach an elected member can speak to any elected member.
- Social networks and communities of interest are often spread across a local government and elected members may have a broader overview and understanding of these.
- Elected members can use their specialty skills and knowledge for the benefit of the whole local government.



- There is balanced representation with each elected member representing the whole community.
- The election process is much simpler for the community to understand and for the council to administer.

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

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

Recommendation

It is recommended that Options 3, 4 and 5 be eliminated from further consideration.

Based on the feedback from the community, the majority of the submissions (81%) support the current ward system.

Reduction in Councillor Representation

As outlined above.

Option 3 - No wards, 12 Councillors

It is recommended that Option 3 be eliminated from further consideration.

Option 3 Overview

- 12 Councillors
- No Wards

Option 3 - Ratio of Councillors to electors				
Number of Electors	No of councillors	Councillor to elector ratio		
67,222	12	1:5,602		

Option 4 - No wards, 10 Councillors



It is recommended that Option 4 be eliminated from further consideration.

Option 4 Overview

- 10 Councillors
- 10 Councillors with no transition period, resulting in 10 councillors at the 2023 Local Government Election
- No Wards

Option 4 - Ratio of Councillors to electors				
Number of Electors	No of councillors	Councillor to elector ratio		
67,222	10	1:6,722		

Option 5 – No Wards, 8 Councillors

It is recommended that Option 5 be eliminated from further consideration.

Option 5 Overview

- 8 Councillors
- 8 Councillors with a transition period, where the 2023 Local Government Election reduces the representation to 10 and the final adjustment is made at the 2025 Local Government Election where the representation reduces to 8.
- No Wards

Option 5 - Ratio of Councillors to electors				
Number of Electors No of councillors Councillor to elector ratio				
67,222	8	1:8,403		

Option 3, 4 and 5 Assessment Factors

The assessment factors – community of interest, physical and topographic features, demographic trends and economic factors have not been addressed for Options 3-5 as each Councillor would represent the entire Mandurah district, rather than only one Ward.

Recommended Option

At the Council Meeting of 24 January 2023 Council recommended the following:

That Council approve Option 2: Four Wards, 8 Councillors, Boundary Adjustment

*In accordance with clause 9 of Schedule 2.2 of the *Local Government Act 1995*, proposes to the Local Government Advisory Board that:

- 1. An order be made under section 2.2(1)(c) of the *Local Government Act 1995* to change the ward boundaries of the City of Mandurah as detailed in Attachment 2.4.
- 2. An order be made under section 2.18(3) of the *Local Government Act 1995* to decrease the number of councillors for the City of Mandurah from twelve (12) to eight



- (8) to take effect from the 2025 Ordinary Election. As a consequence, under schedule 4.2 of the Act, at the 2023 Ordinary Election, one (1) office for the North Ward and one (1) office for the Coastal Ward is for a term of two years. over a transition period of two Local Government Elections as set out below:
 - a. At the 2023 Local Government Election decrease the number of councillors for the City of Mandurah from twelve (12) to ten (10), reducing the North Ward and Coastal Ward to a total of two councillors per Ward between 2023-2025, and only one (1) office for the North Ward and one (1) office for the Coastal Ward at the 2023 Local Government Election is vacant.
 - b. At the 2025 Local Government Election reduce the East Ward and Town Ward to a total of two councillors and only one (1) office for the East Ward and one (1) office for the Town Ward at the 2025 Local Government Election is vacant.
- 3. Requests the Chief Executive Officer to forward this resolution, the City of Mandurah Final Report as detailed in Attachment 2.4, Attachments 2.1 and 2.2 to the Local Government Advisory Board for its consideration.

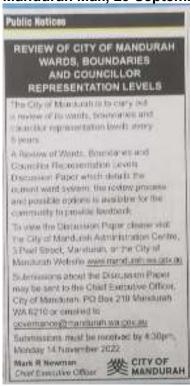
Reference

- Report 2 Review of Wards, Boundaries and Councillor Representation Levels Council Minute (XXXXX)
- Minute Number G.16/9/2022, 27 September 2022, Report 9 Review of Wards, Boundaries and Councillor Representation Levels Council,
- Review of Wards, Boundaries and Councillor Representation Levels Discussion Paper (released)
- Public Submissions on Discussion Paper Review of Wards, Boundaries and Councillor Representation Levels
- Survey Submission Form, Review of Wards, Boundaries and Councillor Representation Levels
- Public Notice, social media and community engagement



Public Notice, social media and community engagement

Mandurah Mail, 29 September 2022, Public Notice



City of Mandurah Website, 29 September 2022



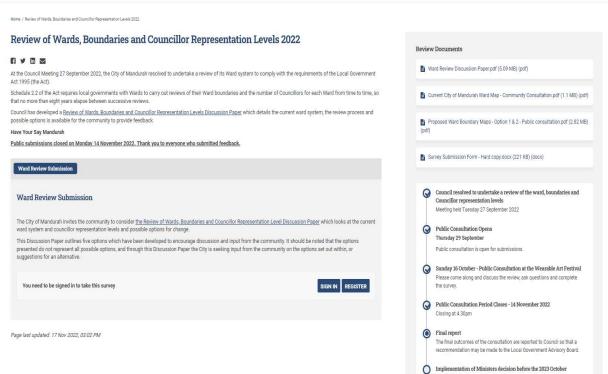
Review of City of Mandurah wards, boundaries and councillor representation levels





City of Mandurah, Mandurah Matters Campaign, Review of Wards, Boundaries and Councillors Representation Levels 2022

mandurah MATTERS City Projects Strategic Community Plan Q Search



Social Media Posts









Newspaper advertisement

Hey Mandurah, have your say!

City of Mandurah Wards, Boundaries & Councillor representation.

Mandurah has come a long way since becoming a city in 1990, and with this growth and changes over time we are reviewing the existing Ward boundaries and number of Councillors representing our community.

There are currently four Wards represented by twelve Councillors and a popularly elected Mayor. The Mayor and Councillors provide leadership to the community and help deliver on the shared vision for Mandurah.

Your input will ensure that the Ward system and Councillor representation levels best suit Mandurah and the community.

See more details on the review at www.mandurahmatters.com.au

Have your say on the following options or make your own suggestion:

- Four Wards, 12 Councillors and adjusted boundaries
 Four Wards, 8 Councillors and adjusted boundaries
- No Wards, 12 Councillors representing whole community
- No Wards, 12 Councillors representing whole community
 No Wards, 10 Councillors representing whole community
- 5. No Wards, 8 Councillors representing whole community

Submissions close at 4.30pm, Monday 14 November, 2022 and can be made by:



Deliver in person to the City of Mandurah Administration Building (3 Peel St)

Scan me for details or to complete survey



Please note, it is a requirement of the Local Government Act 1995 that local governments with Wards must carry out reviews of Ward boundaries and the number of Councillors for each ward, every eight years.





Community Engagement

Ward Review Information Stand, City of Mandurah Arts Festival, Saturday 16 October 2022





Survey Submission Form

The City of Mandurah invites the community to consider the <u>Review of Wards</u>, <u>Boundaries and Councillor Representation Level Discussion Paper</u> which looks at the current ward system and councillor representation levels and possible options for change.

The Discussion Paper outlines five options which have been developed to encourage discussion and input from the community. It should be noted that the options presented do not represent all possible options, and through this Discussion Paper the City is seeking input from the community on the options set out within, or suggestions for an alternative.

The five options outlined in the Discussion Paper are:

Option 1 – Four Wards, 12 Councillors (boundary adjustment)

Option 2 – Four Wards, 8 Councillors (boundary adjustment)

Option 3 – No Wards, 12 Councillors

Option 4 – No Wards, 10 Councillors

Option 5 - No Wards, 8 Councillors

Please complete your submission and return to the City of Mandurah:

- Via email to governance@mandurah.wa.gov.au; or
- hand delivered to the City of Mandurah Administration Building located at 3 Peel St, Mandurah; or
- posted to PO Box 210, Mandurah, WA 6210.

Submissions must be received by 4:30pm, Monday 14 November 2022.

Submission

Your Contact Details					
Name:	Last Name:				
Address:					
Email:					
If you are submitt	ing on behalf	f of an reside	nt's asso	ciation:	
Name of the association:					
Which ward do you current reside in or represent?					
☐ Coastal	□ East		□ North		□ Town

Please review the Discussion Paper prior to completing the survey.

Survey Questions	
Question 1: Please rank the options in order or preference:	



Option Four Wa	n 1: irds, 12 Councillors (boundary adjustment)						
Optio Four Wa	n 2: irds, 8 Councillors (boundary adjustment)						
Optio No Ward	n 3: ds, 12 Councillors			Please number from 1 to 6.			
Option 4: No Wards, 10 Councillors				(1 being your most preferred option and 6 being your least preferred)			
Optio No Ward	n 5: ds, 8 Councillors						
Option New sug							
Please provide comments as to why this is your preferred ranking and/or details of your new suggestion (option 6):							
caggo	suggestion (option o).						
The following questions are about the proposed boundary adjustments – Options 1 & 2 Options 1 & 2 sets out the proposed boundary adjustments to balance the representation levels of councillors to electors between wards. Proposed wards maps are included in the discussion paper for your reference							
Question 2: Do you support the proposed boundary adjustment as detailed in the proposed ward maps for option 1 and 2?							
□ YES □ NO)				
Question 3: Do you have any comments or alternative suggestions for how the City might structure its boundaries and why?							
	·						
The fo	ollowing question is in relation to	o Coun	cillor	Representation Levels. The City is			
curre	ntly represented by 12 Councillo	rs and	a Ma	yor.			
Quest	t ion 4: Do you support: <i>(Please ch</i>	oose)					
	Increased level of councillor representation						
	Decreased level of councillor representation						
	Councillor representation to remain the same						
Please state your reason why:							
Question 5: In the past 12 months have you contacted a Councillor about a local matter?							
□ YES □ NO			□ Not sure				
Question 6: If answered yes to question: Did the Councillor represent the Ward that you live in?							
	I contacted my local Ward Counc	illor		I contacted Councillors both in my Ward and outside			



	I contacted a Councillor outside o Ward	f my	I don't know					
The following question is in relation to the ward system.								
Question 7: Do you support maintain the current 4 Ward System:								
□ YES		□ NO						
Please state your reason why:								
Ques	Question 8: What are the advantages of a Ward System? Choose which applies:							
	Councillors are more accessible to me (e.g. I know who to contact in my Ward when I have a matter to raise)							
	Councillors in my Ward have a greater knowledge of the community they represent							
	Councillors in my Ward understand the challenges and issues associated with my Ward							
Other	Comments:							
Question 9: What are the disadvantages of a Ward System? Choose which applies:								
	Councillors may become too focused on their Wards and less focused on the affairs of the City as a whole							
	Councillors may compete for their Wards, resulting in an unfair distribution of services and facilities							
	The Wards do not reflect my community (ie suburb or community that I belong to)							
Other Comments:								
Question 10: Do you have any other feedback on the Ward Review?								
Comments:								