

# City of Joondalup

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Local Government Reform Submission  
August 2009



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## COUNCIL RESOLUTIONS

The Minister for Local Government requires that local governments include in their submissions on Local Government Reform a resolution of its intent in relation to Voluntary Amalgamation, the Number of Elected Members, and Regional Grouping. At the Council meeting held on 18 August 2009 the Council adopted the following resolutions:

### **Voluntary Amalgamation**

**That the City of Joondalup resolves to advise the Minister for Local Government that it does not propose to amalgamate with any other local governments.**

### **Number of Elected Members**

**That the City of Joondalup resolves to advise the Minister for Local Government that it does not intend to reduce its number of Elected Members from 12 Councillors and a Mayor elected by electors.**

### **Regional Grouping**

**That the City of Joondalup resolves to advise the Minister of Local Government of its intention to work collaboratively within a regional grouping comprising the local governments of the Cities of Wanneroo and Stirling.**

## BACKGROUND

In February 2009, the Minister for Local Government, Hon John Castrilli MLA, announced the State Government's package of local government reform strategies.

The principle strategies in the package focus on voluntary structural reform of local government. These include:

1. Encouraging local governments to take steps to voluntarily amalgamate and form larger local governments.
2. Reducing the total number of Elected Members to between six and nine.
3. Local governments forming appropriate regional groupings of Councils to assist with the efficient delivery of services.

At the April meeting the Council endorsed the City's Local Government Reform Checklist, detailing the City's capacity for future planning and its financial viability.

The Department of Local Government advised the City on 20 July 2009 that based upon its Checklist it had been assessed as a **Category One** local government meaning that:

*“evidence indicates that there is existing organisational and financial capacity to meet current and future community needs. Local governments should still consider reform opportunities which enhance service provision to local and regional communities”.*

The assessment of the Checklist and the demonstrated strengths, as identified by the Department of Local Government, are provided as Attachment 1. Whilst the Department provided that the City demonstrated comprehensive organisational and community planning was implemented, there were two areas where improvements were identified:

1. The need to encourage greater community participation in voting at local government elections.
2. Identified delays encountered with filling some managerial vacancies.

## PURPOSE

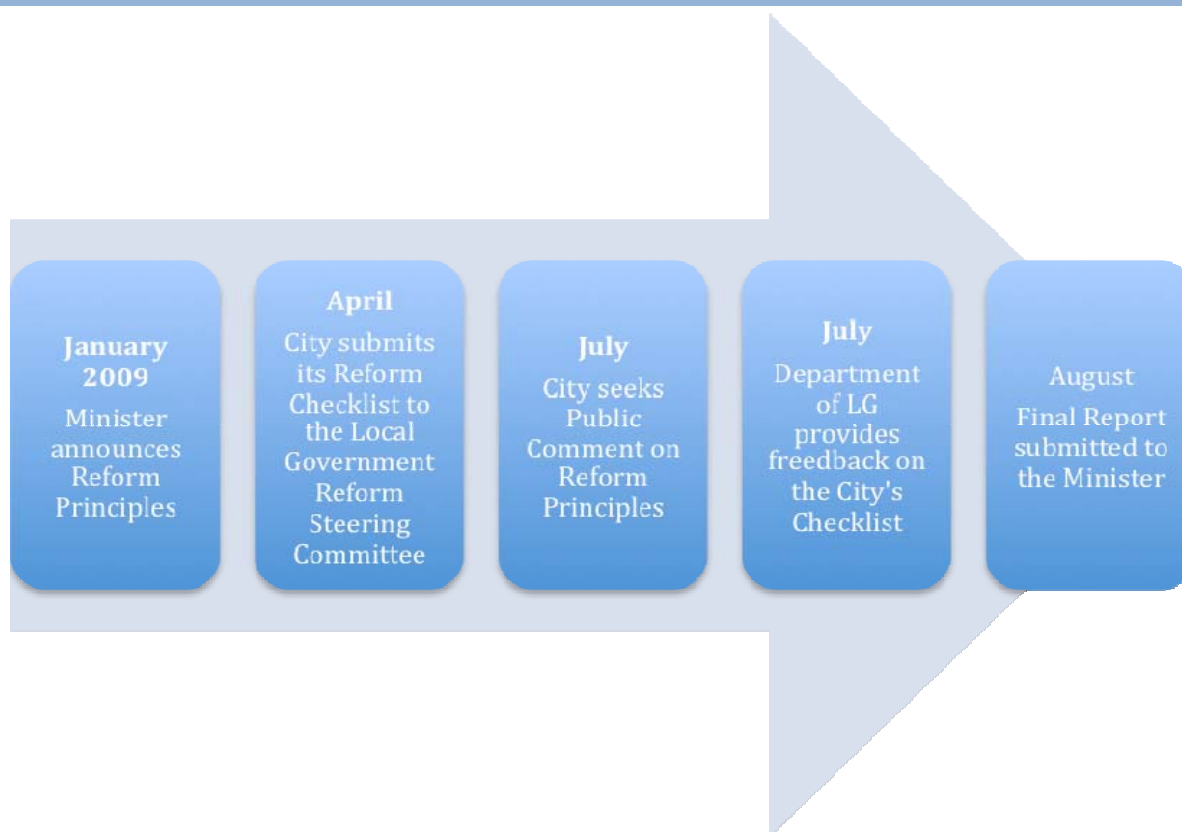
This Reform Submission:

1. Outlines the City of Joondalup's position on local government viability;
2. Addresses the three principle local government reform strategies, assuming a position in relation to each; and
3. Examines how the City anticipates addressing the 'improvement areas' identified by the Department.

In addition, the City has also considered whether its current boundaries reflect communities of interest. This has been included at Attachment A.

This Reform Submission was accepted by the Council at its meeting held on 18 August 2009. The position statements adopted by the Council took into account community consultation efforts by the City.

## REFORM PROCESS



The City of Joondalup has actively engaged in the Local Government Reform Steering Committee's process. It has assessed its own performance against the Reform Checklist, met with its neighbouring local governments to assess whether there were opportunities for boundary reform, and engaged with the public to determine the community's views of the reform principles.

This Report reflects the outcomes the City's investigations of its viability which has been reinforced by the Department of Local Government's assessment.

## COMMUNITY CONSULTATION

The City undertook the following community consultation in accordance with the City's guidelines on public participation/consultation:

1. Media release to the local newspaper circulating in the Joondalup district.
2. Advertisements on public notice boards inviting comment to the discussion paper.
3. Production of a discussion paper and survey form (provided as Attachment 2) inviting comment, distributed as follows:
  - Correspondence with major stakeholders in the district including, but not limited to, local members of Parliament, resident and ratepayer groups, and businesses and major institutions within the district.
  - Correspondence with a random sample of 2,200 residents within the district.

- Inclusion of the discussion paper, survey form and link to the Reform Checklist on the City's website from Friday 17 July to Wednesday 5 August 2009.
- Hard copies of the discussion paper and survey form available from the City's main customer service areas.
- Link to the City's web site with encouragement to City of Joondalup staff to consider the issue and comment where appropriate.

220 survey submissions were received from residents of the community. The responses are included in the relevant sections of the Report

Given the low response to the City's consultation effort it was considered there was insufficient interest in the reform process to conduct any public forums. However, the responses are included as part of the City's deliberations on its position with regard to the reform principles.

## LOCAL GOVERNMENT VIABILITY

At its April 2009 meeting the Council endorsed its Reform Checklist for the Minister the purpose of which was to assess and demonstrate:

- The City's viability with regard to financial capacity.
- The City's ability to effectively deliver local government services, or capacity to meet community expectations.
- An assessment of the City's financial capacity to increase financial resources and derive long term cost efficiencies.
- The City of Joondalup's characteristics of economic factors and resources in the area.
- The City of Joondalup's demographic trends, and the appropriate planning for current and projected population characteristics.
- The City of Joondalup's transport and communication linkages to support connectivity between regions.

It is considered that the Department of Local Government's assessment of the City's Reform Checklist, and the demonstrated strengths (as identified by the Department of Local Government and provided as Attachment B), indicates that the City of Joondalup has existing organisational and financial capacity to meet current and future community needs.

### **Council Position:**

**That the City of Joondalup commits to:**

- 1. Ensuring that the guiding principles of the Minister's Local Government Checklist are utilised by the City of Joondalup as part of an ongoing self-assessment to ensure the necessary corporate and strategic planning processes are in place for the City's long term viability.**
- 2. Incorporating into future plans the gaps identified by the City of Joondalup in its Reform Checklist to ensure the City is managed at an optimal level.**



## PRINCIPLE LOCAL GOVERNMENT REFORM STRATEGIES

### 1. Encouraging Local Governments to take steps to voluntarily amalgamate and form larger Local Governments

With nearly 160,000 residents, the City of Joondalup is the second largest Local Government in Western Australia (based on population) and one of the largest in Australia. In fact the City is surrounded by the first (City of Stirling), third (City of Wanneroo) and fourth (City of Swan) largest Local Governments in the State. It is fair to say that the Local Governments in the northern metropolitan region are already large Local Governments.

#### Previous Reform Experience

In August 1996, the Minister for Local Government formally directed the LGAB to review the boundaries for the Cities of Stirling and Wanneroo, and “..... assess the options for division of the Cities of Wanneroo and Stirling into smaller units”. A range of potential options was considered, and are outlined in more detail in the LGAB Report titled *Options for Stirling and Wanneroo – Final Report* (April 1997).

The City of Joondalup was established by virtue of the Joondalup and Wanneroo Order 1998 which came into operation as of 1 July 1998. The Order created two new local governments, the City of Joondalup and the Shire (now) City of Wanneroo.

In the LGAB Report titled *Assessment of the Minister’s Proposal to Divide the City of Wanneroo* (February 1998) the LGAB identified that the physical and topographical features of the division of the former City of Wanneroo should be based on major roads as the basis for boundaries. The exception to this is Lake Joondalup, which is divided down the middle. The Board initially proposed that in order to effectively coordinate the management of this ecosystem, all of the lake and the surrounding open space fall within one local government, and as such it was suggested that the boundary between the two local governments run along the eastern edge of the open space to the east of the lake. It is important to note that the Cities of Wanneroo and Joondalup have jointly committed to the conservation of the ecosystem of Lake Joondalup as a shared facility.

The most significant natural features of the City of Joondalup are the coastline and the Yellagonga Wetlands. As the coastline is part of the district boundary of the City it is logical to form the boundary of any ward system. Significant physical features include the Mitchell freeway, Marmion Avenue, Joondalup Drive, Warwick Road, Hepburn Avenue, Whitfords Avenue, Ocean Reef Road and Burns Beach Road. All of these roads form suburb boundaries. It is preferable that any ward boundaries do not dissect suburbs (localities) and the use of significant physical features as ward boundaries will ensure suburb integrity in this regard.

It is considered that the City of Joondalup’s boundaries concur with the LGAB’s principles related to boundaries confirmed when the City was established in 1998, taking into consideration physical and topographical features and land use patterns, and as such it is proposed that the current boundaries be retained at this time.

Further, the Department of Local Government’s advice to the City dated 20 July 2009 recognised that with regard previous structural reform “the City was created from the excision of land from the City of Wanneroo in 1998 resulting in targeted service provision, increased infrastructure, and community and industry development along the northern corridor”.

## Community Comments

Residents were asked:

***Do you think the City of Joondalup is:***

<b><i>Too small</i></b>	<b><i>(12)</i></b>
<b><i>The right size</i></b>	<b><i>(186)</i></b>
<b><i>Too large</i></b>	<b><i>(16)</i></b>
<b><i>No response</i></b>	<b><i>(6)</i></b>

The vast majority (186 respondents or 84.5% of respondents) believed that the City was the right size). Comments included:

- *If it works leave it alone (9).*
- *The City already has a large population base compared to other local governments (5).*
- *The Cities of Wanneroo and Joondalup are the result of a previous split and should not be adjusted again (5).*

***Should the City review any of its current local government boundaries?***

<b><i>Yes</i></b>	<b><i>(35)</i></b>
<b><i>No</i></b>	<b><i>(178)</i></b>
<b><i>No response</i></b>	<b><i>(7)</i></b>

81% of respondents did not believe that the City should review its current boundaries.

### **Council Position**

**That the City of Joondalup believes there is little to be gained in creating larger Local Governments in the northern metropolitan area. In fact, amalgamating Local Governments in this area may result in additional costs that may not be offset by significant economies of scale.**

## **2. Reducing the total number of Elected Members to between six and nine**

Australian Bureau of Statistics data provides that the estimated resident population of the City of Joondalup at 30 June 2008 was 159,986, making it the second largest local government by population in Western Australia, and one of the largest local governments by population in Australia.

With twelve Councillor positions there is a ratio of 1:13,332 (where one Councillor represents 13,332 residents). If an elector ratio were to be examined, the City, at October 2007, had 102,563 electors, providing for a Councillor/elector ratio of 1:8,547, with Ward Councillor/elector representation (October 2007) as follows:

<b>Ward</b>	<b>Electors</b>	<b>Councillor/Elector Ratio</b>
North	17,706	1:8,853
Central	16,896	1:8,848
North Central	17,099	1:8,550
South	15,738	1:7,869
South East	16,797	1:8,399
South West	18,327	1:9,164

As required by the Local Government Act 1995, the City of Joondalup undertook a comprehensive review in 2005 and at the Council meeting held on 13 December 2005 (C73-12/05) resolved to reduce the number of Elected Members and wards to the current arrangement of 12 Councillors representing six wards plus a Mayor elected at large by the community.

If the City of Joondalup were to reduce its Elected Member representation in accordance with the Minister's proposal the following ratios would occur:

Number of Councillors	Councillor Elector ratio	Councillor Resident Ratio
Six Councillors	1:17,093	1:26,684
Nine Councillors	1:11,395	1:17,776

The significant change in Councillor/resident and Councillor/elector ratios is considered to be unsustainable given the voluntary nature of the Elected Member role and the significant level of community engagement the City of Joondalup Council has with its constituents, and as such it is suggested that the Minister's recommendation to reduce the number of Councillors to between six and nine for all local governments be rejected. Instead, it is proposed that local governments having a residential population exceeding 100,000 be permitted to have a Council comprising not less than 5 nor more than 14 Councillors if the Mayor is elected by electors, as per the current arrangements permitted under Section 2.17 of the Local Government Act 1995.

During the recent reform process, discussions amongst larger metropolitan local governments have raised concern at the proposal for a reduction in Elected Member representation. The argument against a reduction in Elected Members has been based around the following:

- Councils are not a board of directors but are an elected representative body.
- That it is a fundamental change to the nature of local government to unilaterally change the role of Councillors to remove the focus on community representation.
- There will be significant expense to replace the voluntary community connection role undertaken by Councillors. To give any semblance of connection, Councils may require community officers and citizen committees (which have to be serviced by paid officers).
- Future population growth of some metropolitan local governments needs to be considered.
- The possible effect of potential candidates being dissuaded from standing for election given the commitment required to fulfil Council duties and community expectations.
- The increase in Councillor representation ratios will be significant for those local governments with large populations.
- The level of community engagement a Council has with its constituents has an impact on the ability of elected representatives to sufficiently represent the community.

Arguments for reduced Elected Member representation include the following:

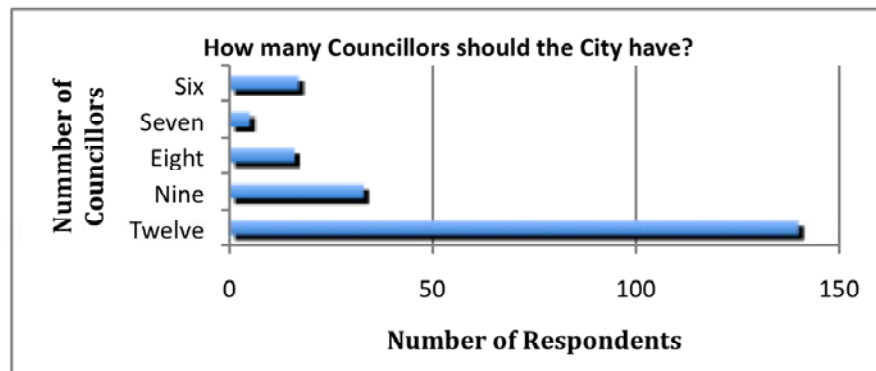
- Better governance provided by a reduced number and a greater focus on strategic direction.
- Fewer Elected Members are more readily identifiable to the community.
- Fewer positions on Council may lead to greater interest in elections with contested elections and those elected obtaining a greater level of support from the community.
- More scope for team spirit and cooperation amongst a smaller number of people.

- A reduction in the number of Elected Members may result in an increased commitment from those elected, reflected in greater interest and participation in Council affairs. It is suggested that should there be a reduced number of elected representatives the remuneration provided to Elected Members should be reviewed to attract quality candidates that are able to commit the time and resources to governing the district.
- Consultation with the community can be achieved through a variety of means in addition to individuals and groups contacting their local Elected Member.

WALGA has requested the Local Government Reform Subcommittee look at this issue to research the ratios of Elected Members per population in other States both prior to and after local government reform, and to identify the impact that this may have had on the community. The City is not aware whether the Minister has given any undertaking at this time that the request will be examined.

### Community Comments

Residents were asked how many Councillors the City should have. The results can be seen below. Over 80% of respondents supported the current number of Councillors (12). The comments from respondents were varied with no singular theme other than it was considered the more Elected Members the better the representation and sharing of responsibilities.



#### Council Position:

That:

1. The Minister for Local Government's recommendation to reduce the number of Councillors to between six and nine for all local governments be rejected, and that local governments, having a residential population exceeding 100,000, be permitted to have a Council comprising not less than 5 nor more than 14 Councillors if the Mayor is elected by electors, as per the current arrangements permitted under Section 2.17 of the Local Government Act 1995.
2. The City of Joondalup propose that its number of elected representatives be retained at 12 Councillors and a Mayor elected by electors.
3. The Minister for Local Government be requested to research the ratios of Elected Members per population in other States both prior to and after local government reform, and the effect that this may have had on the community, prior to making any legislative amendments regarding Elected Member representation.

**4. The Minister for Local Government be requested to review the remuneration provided to Elected Members should the number of elected representatives be reduced.**

**3. Local Governments forming appropriate regional grouping of Councils to assist with the efficient delivery of service**

As part of the reform process the Mayors and CEOs of the Cities of Wanneroo, Stirling and Joondalup discussed matters related to amalgamation, boundary amendments and regional sharing and cooperation. It was agreed that whilst it was viewed there was no immediate requirement for structural reform at this time the Cities have given a firm commitment to ongoing cooperation for the benefit of the region.

In the City of Joondalup's Local Government Reform Checklist (adopted by the Council at its April 2009 meeting), the City indicated that it currently worked effectively as part of a group of local governments, comprising the north-west corridor of metropolitan Perth, delivering services regionally.

The regional approach provides an opportunity to extend beyond local government boundaries and to facilitate cooperation between all local governments, businesses and community networks.

The City has the following formal regional sharing arrangements in place:

- Mindarie Regional Council (recycling).
- Tamala Pak Regional Council (recycling and land development).
- WALGA North Metropolitan Zone.

The City was an integral member of the North West Corridor Coordinating Committee, which considered the future growth need of the corridor, including regional governance models for economic development. It is recognised that this Committee is no longer operating, however, at the time it was an important catalyst for regional cooperation.

The north corridor of local governments retains similar interests and utilise both formal and informal networks/agreements to benefit the group through projects including, though not limited to:

- Regional resource sharing with the objective of enhancing economic, tourism and employment development opportunities within the region (including employment of shared officers).
- Lake Yellagonga Integrated Catchment Management Plan (included employment of a shared officer in 2008/09).
- Local Emergency Management Plan established with the City of Wanneroo.
- Joint funding of the Small Business Centre North West Metro in association with the City of Wanneroo.
- Regional infrastructure planning needs.
- Benchmarking.
- Australia Day activities (with the 2009 function being the largest ever held in Australia).
- Refuse collection contract with the City of Wanneroo.
- Establishment of a joint Working Group with the Cities of Wanneroo and Stirling to participate in the Local Government Alcohol Management Project.

It is considered that the north metropolitan corridor of local governments work cooperatively and efficiently taking into account the others' interests when strategically planning for the future, and working together for the mutual benefit of those communities involved.

**Council Position:**

**That the City of Joondalup commits to continuing its close working relationship with the Cities of Stirling and Wanneroo as it looks for opportunities to collaborate and cooperate on providing outstanding community events and service delivery, which benefits the region. Continuing the positive working relationship between Joondalup, Wanneroo and Stirling is a priority as all three Local Governments work together to represent the best interests of all residents living in the northern corridor.**

## OPPORTUNITIES FOR IMPROVEMENT

The City was able to clearly demonstrate that it more than satisfactorily met the vast majority of requirements detailed in the Checklist as endorsed by the Department of Local Government. The Department of Local Government did, however, identify two areas for improvement, as follows:

1. The need to encourage greater community participation in voting at local government elections.
2. Identified delays encountered with filling some managerial vacancies.

### **1. Greater Community Participation in Voting At Local Government Elections**

As detailed in the Reform Checklist the following voter turnout has been recorded, taking into account that the 2006 election was the first election since reestablishment of the elected Council:

- 2006 election – Mayor and 12 Councillors (27.75%).
- 2007 election – 3 Councillors (27.17%).

In preparation for the 2009 election the City has undertaken the following to date:

- Prepared a detailed communication plan including arrangements for encouraging electors to vote, through media releases and advertising.
- Revised its enrolment forms and encouraging business owners and non-resident owners and occupiers to enrol, through publication of revised information on the City's website, and articles in its publications.

### **2. Delays Encountered With Filling Some Managerial Vacancies**

As detailed in the Reform Checklist organisational capacity related to vacancies for senior and middle management and senior operational staff positions, and not to staffing levels in general. Two middle management positions were identified as being vacant for a significant period of time.

- The Manager Strategic Development position was vacated in January 2009. A structural review was delayed pending the appointment of the Director Governance and Strategy position. At 30 June the managerial position was abolished and a managerial position created for an amalgamated Business Unit to be referred to as Strategic and Organisational Development. The Manager of the Organisational Development Business Unit was appointed to this amalgamated Business Unit on 30 June 2009.
- The Manager Planning Approvals and Environmental Services position was vacated in January 2009. A replacement was appointed in early April, however, due to contractual arrangements with their employer was not able to commence until June 2009.

It is considered that the filling of these two senior management positions had extraordinary circumstances related to the appointment of successors and are not reflective of the City's adopted recruitment process and timeframes.

The gaps identified by the City at the time of completing the Reform Checklist have been incorporated into future plans to ensure the City is managed at an optimal level.

## TRANSITION TIMELINE INCLUDING ESTIMATED COSTS

In relation to any transition timeline the City of Joondalup does not consider this matter to be relevant at this time given there is no immediate proposal to amalgamate.

With respect to the Minister's position on reducing the number of Elected Representatives to between six and nine, if this becomes a legislative requirement, the City would review its ward boundaries in accordance with the requirements of the Local Government Act 1995. It would seek to have any new arrangements in place in time for the 2011 elections.

### Council Position

**That whilst the City of Joondalup does not propose any amendments to its current structure it commits to implementation of any structure imposed by the Minister for Local Government within required timeframes, in consultation with the community.**



## ATTACHMENT A Community of Interest

### Council Position

**That the City of Joondalup is able to demonstrate that it has a shared community of interest, recognised by the Department of Local Government in correspondence dated 20 July 2009, and should therefore be retained with the current local government boundary.**

### Previous Reform Experience

It is considered that the division of the City of Wanneroo into two local governments only a decade ago provides sufficient evidence with regard the City of Joondalup's community of interest.

In the Local Government Advisory Board's (LGAB) report titled *Assessment of the Minister's Proposal to Divide the City of Wanneroo* (February 1998) the LGAB identified community of interest as one of the three main reasons for amending the local government's boundaries. The Board found that the proposed division of the City of Wanneroo into two local governments "allows for a split between the urban areas to the west of Wanneroo Road and the more mixed development to the east. In the eastern area, there are a number of different communities based on different land use and different patterns of urbanisations."

The Report further provided that "The Board found that residents within the City of Wanneroo see themselves as falling into different communities of interest. This was associated with a strong sense of identity with a place of residence and in perceived inequities between areas. This has been exacerbated by the focus on the development of Joondalup and a feeling by some residents that they are poorly represented on Council with a reduction in the number of Councillors in some Wards. The Board also found a strong sense of differentiation between longer term residents around the Wanneroo town site and residents of the newer suburbs and between those who live to the east of Wanneroo Road and those who live in coastal suburbs. Much of this is to do with lifestyle choices."

Other differences related to communities of interest between the Cities of Joondalup and Wanneroo identified in the LGAB Report included:

- The division would result in one local government that would have a relatively stable population likely to be ageing and another which will experience rapid population growth. This area would also be likely to attract younger families.
- The proposal recognised the differences in land use between the east and the west, however, given most residents were highly mobile and travel outside of the area for work, the economic interdependency of activities within the newly created local governments was not seen as a critical factor.
- The proposal allowed for a split between the urban areas to the west of Wanneroo Road and the more mixed development to the east. In the east there are a number of different communities based on different land use and different patterns of urbanisation. The proposed division at the time assisted in maintaining the integrity of individual suburbs, which is not considered to have changed in the case of the City of Joondalup.

Further, the Department of Local Government's advice to the City dated 20 July 2009 recognised that with regard previous structural reform "the City was created from the excision of land from the City of Wanneroo in 1998 resulting in targeted service provision, increased infrastructure, and community and industry development along the northern corridor".



## Creating a Community Identity

A question to be asked is how the City of Joondalup's community identity will be preserved or improved with or without voluntary amalgamation. This includes examining those parts of the district that share common interests/values/characteristics/issues giving rise to a separate sense of identity or community, whether of an economic, social or other interest. Whilst a snapshot community profile of the City of Joondalup from ABS and City data indicates commonalities within the community, it is important for the City to continue to examine:

- The geographical pattern of human activities (where people live, work and engage in leisure activities) and the various linkages between local communities.
- Shared interests and shared use of community facilities. For example, sporting, leisure and library facilities create a focus for the community. The use of shopping areas and the location of schools also act to draw people together with similar interests. This can also give indications about the direction that people travel to access services and facilities.
- How neighbourhoods and suburbs are important in the physical, historical and social infrastructure and how they generate a feeling of community and belonging.
- The integration of land use, environmental and transport systems and water catchment areas.

Across the 22 suburbs of the City of Joondalup there is an even distribution of schools, sporting clubs and other associated facilities for the benefit of the community.

The City has developed a number of strategic planning tools to assist in the ongoing economic and community development of the Joondalup district, which is demonstrated in its Reform Checklist.

Further, the Department of Local Government's advice to the City dated 20 July 2009 recognised that with regard optimal community of interest *"it was noted that the City has limited discontinuities in terms of lifestyle and land use, with an even distribution of amenities and facilities accessible by communities across its 22 suburbs"*.

## Social and Economic Factors

The population of the City of Joondalup is nearing full potential at approximately 160,000.

Significant social and economic factors include:

- The age structure of the City of Joondalup (2006 ABS) compared to the Perth Metropolitan Area shows that there was a larger population of people in the younger age groups (0 to 17) but a smaller proportion of people in the older age groups (60+). Overall, 25.9% of the population was aged between 0 and 17, and 13.2% were aged 60 years and over, compared with 23.9% and 16.5% respectively for the Perth Statistical Division.
- The population of Joondalup is diverse with 36.7% of the City's population having been born overseas (2006 ABS), with 21.9% having been born in north-west Europe.
- 2006 ABS data provides that the total working population is 32,786 (21.9% of total population). Significant industries for the City include education and training (4,968 – 15.2% of working population); health care and social assistance (4,861 – 14.8% of working population); and retail trade (6,402 – 19.5% of working population). Analysis of the key industry sector and locations data indicate that the City of Joondalup is an important employment hub for residents living in the Northern Metropolitan Area. Over half the residential population of the City work in the region.
- The average weekly household income of residents in the City is relatively

high. Further, according to the 2006 ABS Index of Relative Socio-Economic Disadvantage, the City is located in the 10<sup>th</sup> decile, which denotes the least disadvantaged. The City is ranked 646 out of 666 local governments in Australia and is ranked 137 out of 142 local governments in Western Australia. In relation to household income, the City of Joondalup has the twelfth highest average weekly household income out of 142 local governments in Western Australia, and is the fifth highest out of 30 local governments in the Perth Metropolitan Area.

- Residents in the majority of suburbs in the City are making monthly payments or rental payments which are above the median WA level. The average household size is also significantly higher in almost all suburbs compared to the WA average.
- The City of Joondalup contains a significant proportion of residents who have education levels below the WA average, and a significant proportion of residents work in vulnerable industry sectors of construction and retail trade.

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

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

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

In June 2009, the Premier announced in Parliament that the Joondalup City Centre would be granted tourism precinct status later this year. There will be significant benefits for Joondalup as a result of this designation and reinforce its standing as a significant centre within the metropolitan area.

This will strengthen the Joondalup precinct as a sustainable and vibrant tourism hub, improving visitor experiences and opportunities, and will bring economic and community benefits like increased employment opportunities and greater choice.

Further, the Department of Local Government's advice to the City dated 20 July 2009 recognised that with regard understanding of planning for demographic change *"whilst the City identified a stable population projected for the future, the Western Australian Planning Commission's data projects slight growth for the district over the coming years. The City provided demonstrable evidence of a comprehensive approach to planning for demographic change, including community development, a seniors' plan and housing strategy. The City also demonstrated where organisational business units each examine and take into account demographic changes as a part of the annual business planning process"*.

## Land Use Planning Framework

At the heart of the City of Joondalup and the North West Metropolitan Region is Joondalup City Centre. The City Centre is classified as a Strategic Regional Centre and comprises of eight major precincts, including:

- City North District (Including Joondalup Health Campus)
- Northern Recreational District (Arena Joondalup)
- Central Business District
- Western Business District (including Lakeside Shopping Centre)
- Campus District (Joondalup Learning Precinct)
- Lakeside District (Including Neil Hawkins Park)
- Joondalup Business Park

- Southern Business District

The current industry strengths of the City Centre are clearly centred in retail, education, health and community services. Collectively these industries provide almost half the City's jobs. Potential growth industries within the City Centre include office-based professional service industries such as government administration, property, business services, finance, insurance and services to the resources sector. Emerging sectors include smart industries aligned with the research outputs of the Joondalup Learning Precinct, in particular Edith Cowan University.

The City Centre covers a total area of 358 Ha with key activities including:

- **Joondalup Health Campus** – This facility currently provides the primary source of hospital care for the region and is set to become a major tertiary health facility for Perth's northern suburbs. This facility employs an estimated 1,700 people, with approximately 1,120 of these onsite in one day. It also draws an estimated 1,200 visitors each day.
- **Joondalup Learning Precinct** – As the main education cluster for the region this precinct draws a significant number of students and academic staff and administration staff into the City Centre each day. The current student population is estimated to be around 12,500. Particular growth will come from ECU, which is forecasted to reach 22,000 students by 2020. The WA Police Academy is also forecasted to grow significantly with the establishment of the International Police Training Facility.
- **Motor Industry Trades Association (MITA)** – A new purpose-built motor industry training facility will be located in the Southern Business District.
- **Lakeside Joondalup** – Retail floor space within the City Centre will dramatically increase with the current expansions to the Lakeside Shopping Centre. These expansions are projected to increase vehicles to the shopping centre from 29,280 per day to an estimated 48,870.
- **Arena Joondalup** – As the City's major sporting precinct it hosts 30 sporting clubs, 2,500 Health & Fitness members, 1,000 Learn to Swim members and 150 community sporting teams. In addition, Arena Joondalup hosts several major events, including regular West Perth Football Club games and outdoor concerts that attract in excess of 25,000 people each year.
- **Joondalup Festival, Summer Concert Series, Asthma Foundation Bike Hike and Night Markets** – The City of Joondalup hosts numerous events within the summer months, drawing 10s of thousands of people into the City Centre. The highlight of these events is the Joondalup Festival that draws an estimated 90,000 visitors to the City Centre over one weekend.
- **Central Business District** – There are a number of parcels of land within the CBD with the capacity to accommodate future commercial development.
- **Yellagonga Regional Park (and Neil Hawkins Park)** - Yellagonga Regional Park, featuring Lake Joondalup and Neil Hawkins Park, attracts a significant number of residents and tourists each day.
- **Joondalup Business Park** – This area forms the main service industrial precinct within the City and houses some 650 businesses.
- **Cafés & Restaurants** – The City Centre has a growing hospitality sector that is principally located within the CBD area.

The City recently adopted a draft City Centre Structure Plan aimed at providing a guide for future commercial and residential development. The structure plan also proposes extending the city centre boundary to include the area east of the Edgewater station, which has been identified for future transit oriented development.

The expected increase in commercial floor space is likely to come from two

sources – redevelopment of brownfield commercial areas and greenfields sites. The existing low density developments within the city centre, which were developed according to the needs at the time, have significant latent potential for higher density mixed use development. In addition, LandCorp's southern business district site (The Quadrangle), which is approximately 34 hectares in size, will ultimately deliver high amenity office developments, business parks and other mixed uses. Other significant vacant land holdings are the 8 hectare Edith Cowan University site and 3 hectares of various Council owned sites. In total, it is estimated that an additional 450,000 square metres of vacant land will become available for development.

Further, the WA Planning Commission's *Directions 2031* document dated 20 June 2009 identifies Joondalup as one of only two Primary Centres in the state, the other being Rockingham. The Government proposes that the Joondalup town centre be planned and progressively developed to become a primary activity centre within the metropolitan area. It recognises that the State Government, the City of Joondalup and the private sector have invested heavily in Joondalup, and that investment must be given the opportunity to mature and generate dividends for the local community.

Reasons provided by the WA Planning Commission as to the selection of Primary Centres, includes:

- Central location in Perth's major growth, catchments, and access to high-order public transport infrastructure.
- Preferred location for investment in high-order public and employment generating infrastructure outside of the inner and middle sectors.
- The location of Primary Centres in growth areas away from Perth central area is expected to contribute to employment self-sufficiency and reduced travel distance for employees living in outer and middle sectors, which are also providing a recognisable business address and opportunities for agglomeration.

## **ATTACHMENT B Department of Local Government Assessment**



Government of **Western Australia**  
Department of **Local Government**

**Fax**

Dumas House 2 Havelock Street West Perth WA 6005 GPO Box R1250, Perth WA 6844  
Tel: (08) 9217 1500 Fax: (08) 9217 1555 Freecall: 1800 620 511 (Country only)  
E-mail: [info@dlg.wa.gov.au](mailto:info@dlg.wa.gov.au) Website: [www.dlg.wa.gov.au](http://www.dlg.wa.gov.au)  
wa.gov.au

<b>To:</b>	<b>Mr Garry Hunt</b> Chief Executive Officer City of Joondalup	<b>From:</b>	<b>Caroline Tuthill</b> Project Manger Structural Reform
<b>Fax:</b>	9300 1383	<b>Pages:</b>	7 (including this page)
<b>Phone:</b>	9400 4000	<b>Date:</b>	20 July 2009
<b>Subject:</b>	Checklist Assessment Outcome	<b>cc:</b>	
		<b>File</b>	
		<b>Number:</b>	

**For your attention -- High Priority**

Attention Mr Garry Hunt

Please find attached for your attention, the City of Joondalup's checklist assessment outcome.

A hard copy of the signed letter has been place in today's mail.

To discuss the City' checklist, or to seek advice on structural reform opportunities, please contact Tim Fowler on 9217 1440.

Regards  
Caroline

This fax message and any attached documents may contain information that is confidential and subject of legal privilege intended only for use by the individual or entity to whom they are addressed. If you are not the intended recipient or the person responsible for delivering the message to the intended recipient be advised that you have received this message in error and that any use, copying, circulation, forwarding, printing or publication of this message or attached files is strictly forbidden, as is the disclosure of the information contained therein. If you have received this message in error, please notify the sender immediately and destroy this copy



Government of **Western Australia**  
Department of **Local Government**

Our Ref: 159-09#02



Mr Garry Hunt  
Chief Executive Officer  
City of Joondalup  
PO Box 21  
JOONDALUP DC WA 6919

Dear Mr Hunt 

**Checklist Assessment Outcome**

Thank you for providing the Local Government Reform Steering Committee with your completed Reform Checklist. This is an important part of the reform process and we thank you for the effort which your local government has invested in this exercise.

The Steering Committee has developed a standardised methodology for assessing the information provided in the checklists against objective criteria. The purpose of this methodology is to assess the current operations of each local government and to identify capacity gaps which might impact on its ability to meet current and future community needs.

This assessment identifies particular strengths and weaknesses and includes recommendations relating to structural reform where this might address the capacity gaps identified to assist local governments with progressing reform.

The assessment places local governments into one of three categories:

**Category One:** evidence indicates that there is existing organisational and financial capacity to meet current and future community needs. Local governments should still consider reform opportunities which enhance service provision to local and regional communities.

**Category Two:** structural reform including amalgamation/boundary adjustments and formalisation of regional groupings should be considered to enhance organisational and financial capacity to meet current and future community needs.

**Category Three:** significant structural reform including amalgamation and formalisation of regional groupings is required to ensure long term community and organisational benefit in order that the needs of the current and future generations are met.

On the basis of the checklists assessment, the City of Joondalup was placed in Category One: "evidence indicates that there is existing organisational and financial capacity to meet current and future community needs. Local governments should still consider reform opportunities which enhance service provision to local and regional communities."

The assessment of the City of Joondalup's checklist and associated documents identified many key strengths, in particular:

- demonstrated evidence of a long term financial management plan in place with clear links to the City's operations and strategic planning to substantiate future viability;
- comprehensive planning for asset and infrastructure management;
- demonstrable evidence of a comprehensive, organisational approach to staff attraction and retention, and training and development policies to build organisational capacity;
- demonstrated ability to process building and development applications and meet statutory requirements within efficient reporting timeframes;
- demonstrable evidence provided of a coordinated approach to attract employment and investment to the district;
- demonstrable evidence of multiple and significant examples of funding sourced from State and Commonwealth Government to enhance community service provision;
- demonstrable evidence of a strategic, corporate approach to community engagement and consultation;
- demonstrable evidence of planning for demographic change and population growth incorporated into key corporate documents;
- demonstrable evidence of comprehensive environmental management planning undertaken across a range of environmental issues;
- demonstrable planning and finance strategies in place to provide optimal service delivery in response to community expectations; and
- identification of opportunities to work regionally with neighbouring local governments.

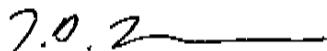
Whilst the checklist and attached documents demonstrate comprehensive organisational and community planning implemented by the City, areas where improvements are required were identified in relation to:

- the need to encourage greater community participation in voting at local government elections; and
- identified delays encountered with filling staff vacancies.

Please refer to the attached table for specific comments recorded relevant to the first 12 questions of the Local Government Reform Checklist.

To discuss the City's checklist, or to seek advice on structural reform opportunities, please contact me on 9217 1440.

Yours sincerely



Tim Fowler  
A/EXECUTIVE DIRECTOR,  
STRATEGIC POLICY & LOCAL GOVERNMENT REFORM

(7 July 2009



Principle Areas	Joondalup Checklist Assessment Outcome
1. Long Term Strategic Planning	<p>The City provided demonstrable evidence of comprehensive, long term strategic and financial planning. The City provided demonstrable evidence of a corporate business plan to coordinate organisational implementation of its four year strategic plan over a period of 2008-2011, which underpins the 20 year vision for the district.</p> <p>It is noted that the City's long term financial plan is currently under review, which demonstrated linkages to the strategic plan.</p>
2. Detailed Asset Management Planning	<p>The City provided demonstrable evidence of comprehensive asset management planning with identified corporate policies and strategies in place.</p> <p>It is noted that the City has significantly progressed with the Western Australian Asset Management Improvement program.</p>
3. Future Financial Viability and Planning	<p>The City provided demonstrable evidence of comprehensive financial planning in place, which clearly identifies major funding sources into the future and capacity to fund future City operations and community projects identified in the strategic plan.</p>
4. Equitable Governance and Community Representation	<p>The City advised that half of its elected member vacancies were elected unopposed at the 2007 ordinary local government elections, along with voter turnout slightly less than the State average.</p> <p>The Western Australian Electoral Commission's data identifies an elected member to elector ratio of 1:11,538.</p>

Principle Areas	Joondalup Checklist Assessment Outcome
5. Proficient Organisational Capacity	<p>The City provided demonstrable evidence of a comprehensive approach to staff attraction and retention with numerous corporate policies in place.</p> <p>The City provided demonstrable evidence of a comprehensive strategic human resources approach to employee training and professional development, with identified employee development plans, training identified for current and future roles, and identified budget allocations for training and development.</p> <p>The City identified some extended delays experienced with filling staff vacancies.</p> <p>The City demonstrated that processing of building and development applications is generally undertaken within the timeframes required and that statutory reporting requirements are being met.</p>
6. Effective Political and Community Advocacy for Service Delivery	<p>The City provided multiple and significant examples of funding sourced from State and Commonwealth Government to enhance community service provision.</p> <p>The City provided some examples of successful partnerships negotiated with the private sector.</p> <p>The City demonstrated a coordinated approach of initiatives identified to attract and support local businesses. The City advised of strategies to attract investment and facilitate local economic growth through property development and infrastructure provisions to facilitate such development.</p> <p>The City demonstrated a comprehensive approach to community consultation.</p>

Principle Areas	Joondalup Checklist Assessment Outcome
7. Understanding of and Planning for Demographic Change	<p>Whilst the City identified a stable population projected for the future, the Western Australian Planning Commission's data projects slight growth for the district over the coming years.</p> <p>The City provided demonstrable evidence of a comprehensive approach to planning for demographic change, including community development, a seniors' plan and housing strategy.</p> <p>The City also demonstrated where organisational business units each examine and take into account demographic changes as a part of the annual business planning process.</p>
8. Effective Management of Natural Resources	<p>The City provided demonstrable evidence of environmental planning in place, along with numerous supporting plans to facilitate sustainable environmental management implemented across the organisation.</p> <p>The City advised that it is partnering in a world biodiversity project, and is working collaboratively with the City of Wanneroo on the development of a catchment management plan.</p> <p>The City also advised of sustainability and conservation advisory committees and provides community grants for local environmental projects.</p>
9. Optimal Community of Interest	<p>It was noted that the City has limited discontinuities in terms of lifestyle and land use, with an even distribution of amenities and facilities accessible by communities across its 22 suburbs.</p>
10. Optimal Service Delivery to Communities	<p>The City provided details of its Annual Community Satisfaction Monitor to assess community perceptions and satisfaction with a range of City services, in addition the City provided demonstrable long term financial and strategic planning to supplement its capacity to provide increased service provision in response to community expectation.</p>

Principle Areas		Joondalup Checklist Assessment Outcome
11. Membership of an Effective Regional Grouping		<p>The City is a member of the Mandarie Regional Council and the Tamala Park Regional Council.</p> <p>The City advised of informal partnerships in place with neighbouring local governments to progress issues of the northern metropolitan region.</p>
12. Previous Structural Reform		<p>The City was created from the excision of land from the City of Wanneroo in 1998 resulting in targeted service provision, increased infrastructure, and community and industry development along the northern corridor.</p>



City of  
Joondalup

# Local Government Reform

## Message from the Mayor



The State Government has requested that all Local Governments address a range of reform strategies and, as part of that process, the City would like to consult with the community on this important issue.

Some of the reforms include the examination of voluntary amalgamation and the establishment of larger Local Governments; reducing the total number of Elected Members to between six and nine; and the formation of appropriate regional groupings of Councils aimed at more efficient delivery of services.

The City always strives to be a leader in the areas of economic, social and environmental sustainability, and has continued to demonstrate its commitment to these areas by managing and delivering exceptional services to the community.

It is the City's view that we should maintain our current size, with no changes to the number of Elected Members, in order to deliver these services to the community in the most efficient and effective manner.

We encourage you to read the enclosed information about Local Government reform and send your comments back to the City in the reply paid envelope. It is important that you have your say to help us to ensure the future viability and sustainability of our City.

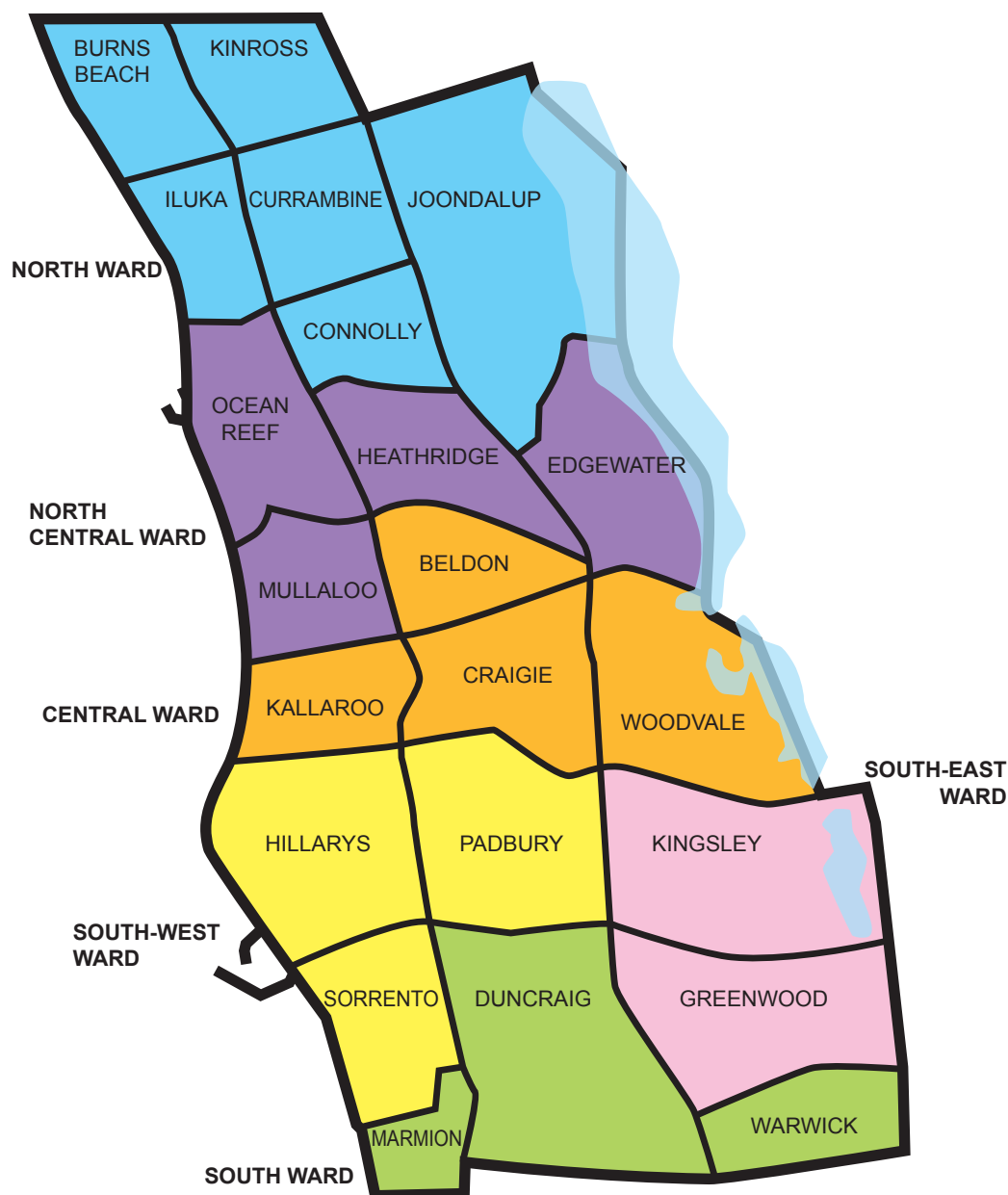
**Troy Pickard**

Mayor  
City of Joondalup

## Key Facts and Statistics

Population	160,000 residents
Number of Electors	102,500
Area	96.55 km <sup>2</sup>
Number of Elected Members	12 Councillors plus an Elected Mayor
Number of Employees	555 full time equivalent
Annual Operating and Capital Revenue	\$117,627,587 (2009/10)
Annual Operational Expenditure	\$103,492,211 (2009/10)
Annual Capital Expenditure	\$41,277,448 (2009/10)
Overall Customer Satisfaction	83.1% (2008/09)

## City / Ward Map



## Local Government Reform

In early February 2009, the Minister for Local Government announced the State Government package of Local Government reform strategies.

The principle strategies in the package focus on voluntary structural reform of Local Government. These include:

1. Encouraging Local Governments to take steps to voluntarily amalgamate and form larger Local Governments.
2. Reducing the total number of Elected Members to between six and nine.
3. Local Governments forming appropriate regional groupings of Councils to assist with the efficient delivery of services.

The City welcomes the community's comments and views on these strategies.

**For more information visit the Department of Local Government at [www.dlgrd.wa.gov.au](http://www.dlgrd.wa.gov.au)**



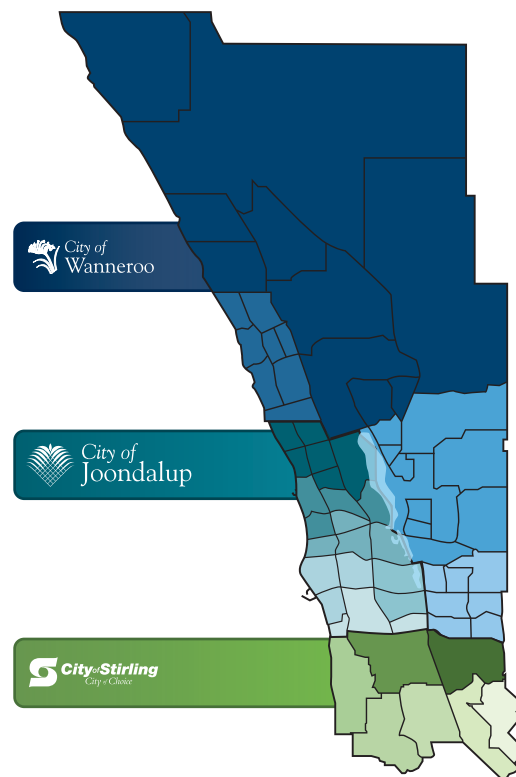
## 1. Encouraging Local Governments to take steps to voluntarily amalgamate and form larger Local Governments

With nearly 160,000 residents, the City of Joondalup is the second largest Local Government in Western Australia (based on population) and one of the largest in Australia. In fact the City is surrounded by the first (City of Stirling), third (City of Wanneroo) and fourth (City of Swan) largest Local Governments in the State. It is fair to say that the Local Governments in the northern metropolitan region are already large Local Governments.

An earlier State Government identified the need to create smaller Local Governments in the northern area. This resulted in splitting the new former City of Wanneroo into the current Cities of Joondalup and Wanneroo. This was done on the basis of creating more manageable Local Government areas that reflected the different communities of interest in the area.

### The City's Current Position

The City believes that there is little to be gained in creating larger Local Governments in the northern metropolitan area. In fact, amalgamating Local Governments in this area may result in additional costs that may not be offset by significant economies of scale.



## 2. Reducing the total number of Elected Members to between six and nine.

The City has 12 Councillors and a Mayor elected by the people. This is consistent with the current requirements of the Local Government Act, which permits a Local Government to have up to 14 Councillors.

Local Government prides itself on being the sphere of government that is closest to the community. The success of Local Government relies on its capacity to effectively represent the views of the community. There are two schools of thought on the numbers of elected members.

Some people believe that a reduction in the numbers of Councillors will make it impractical for a Councillor to adequately represent the community. In the case of Joondalup, the current ratio of Councillors to residents is one Councillor per every 13,300 residents. If the number of Councillors was to be reduced to nine, one Councillor would represent nearly 18,000 residents. If the City had only six Councillors, each Councillor would represent 26,500 residents.

Unlike State and Federal politicians, Local Government Councillors are not paid a salary to carry out their work. Any significant increase in the number of people that they need to represent could deter people from standing for Council. At the very least, it could mean that Councillors have less time to spend with their community purely because they would represent more constituents.

However, there are others who believe that a reduction in the number of Councillors would contribute to the efficient delivery of Local Government with a greater focus on strategic issues. Interest may increase in local elections and less Council positions may result in more competitive elections. Fewer Councillors could result in Councillors being more readily identifiable. A smaller group of Councillors may also be able to form a more cohesive team.

### The City's Current Position

The City believes that Local Governments having a population of more than 100,000 residents, be permitted to have a Council comprising not less than five nor more than 14 Councillors if the Mayor is elected by electors, as per the current arrangements permitted under the Local Government Act 1995.

It also believes that its number of elected representatives (12 Councillors and a Mayor elected by electors) provides for the appropriate level of governance and representation for the City.

### **3. Local Governments forming appropriate regional groupings of Councils to assist with the efficient delivery of services**

Local Governments benefit from formal and informal resource sharing. The City of Joondalup has entered into a number of joint planning and service delivery activities with its neighbouring Local Governments.

There are formal regional sharing arrangements in place to address issues of waste management including:

- Mindarie Regional Council (recycling);
- Tamala Pak Regional Council (recycling and land development); and
- Refuse collection contract with the City of Wanneroo.

The northern metropolitan group of Local Governments have similar interests and utilise both formal and informal networks/agreements to benefit the region. Examples include:

- Strategic regional planning and resource sharing, including the development of regional governance models, with the objective of enhancing economic, tourism and employment development opportunities within the region.
- Lake Yellagonga Integrated Catchment Management Plan;
- Local Emergency Management Plan established with the City of Wanneroo;
- Joint funding of the Small Business Centre North West Metro in association with the City of Wanneroo;
- Regional infrastructure planning needs;
- Benchmarking; and
- Australia Day activities (with the 2009 function being the largest ever held in Australia).

#### **The City's Current Position**

The City plans to continue its close working relationship with the Cities of Stirling and Wanneroo as it looks for opportunities to collaborate and cooperate on providing outstanding community events and service delivery, which benefits the region.

Continuing the positive working relationship between Joondalup, Wanneroo and Stirling is a priority as all three Local Governments work together to represent the best interests of all residents living in the northern corridor.

**For more information on the Council's discussion in relation to structural reform please refer to the Council meetings of April, May and June 2009 or visit [www.joondalup.wa.gov.au](http://www.joondalup.wa.gov.au)**



# Local Government Reform Survey

Thank you for your interest in this review. The City welcomes your comments on any matters that may assist the Council to make informed and responsible decisions for the benefit of the people of the City of Joondalup. Please take the time to answer the following questions and feel free to provide any other comments that you think are relevant.

## Do you think the City of Joondalup is

(Please tick your response)

☐

**Too small**

It should be amalgamated with  
another Local Government

☐

**The right size**

☐

**Too large**

It needs to be split up

Comments \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## Should the City review any of its current local government boundaries?

(Please circle the response that best represents your views)

☐

**Yes**

☐

**No**

Please indicate which boundaries you think should be changed and why.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## How many Councillors should the City have?

(Please circle the response that best represents your views)

☐

**12**

Current number  
of Councillors

☐

**9**

☐

**8**

☐

**7**

☐

**6**

Comments \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

## What opportunities for regional resource sharing should the City investigate?

(Please provide as many suggestions as you like)

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To help us gauge levels of community and stakeholder response to this consultation, please tell us about yourself.

I am: ☐ Male ☐ Female

I own a property or live in: (Please tick the box that applies to you)

- |                                    |                                      |                                     |                                   |                                     |                                     |
|------------------------------------|--------------------------------------|-------------------------------------|-----------------------------------|-------------------------------------|-------------------------------------|
| <input type="checkbox"/> Beldon    | <input type="checkbox"/> Burns Beach | <input type="checkbox"/> Connolly   | <input type="checkbox"/> Craigie  | <input type="checkbox"/> Currambine | <input type="checkbox"/> Duncraig   |
| <input type="checkbox"/> Edgewater | <input type="checkbox"/> Greenwood   | <input type="checkbox"/> Heathridge | <input type="checkbox"/> Hillarys | <input type="checkbox"/> Iluka      | <input type="checkbox"/> Joondalup  |
| <input type="checkbox"/> Kallaroo  | <input type="checkbox"/> Kingsley    | <input type="checkbox"/> Kinross    | <input type="checkbox"/> Marmion  | <input type="checkbox"/> Mullaloo   | <input type="checkbox"/> Ocean Reef |
| <input type="checkbox"/> Padbury   | <input type="checkbox"/> Sorrento    | <input type="checkbox"/> Warwick    | <input type="checkbox"/> Woodvale |                                     |                                     |

I am aged between:

- |                                   |                                |                                |                                |                                |                              |
|-----------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|------------------------------|
| <input type="checkbox"/> Under 20 | <input type="checkbox"/> 20–29 | <input type="checkbox"/> 30–39 | <input type="checkbox"/> 40–49 | <input type="checkbox"/> 50–59 | <input type="checkbox"/> 60+ |
|-----------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------|------------------------------|

Name: \_\_\_\_\_

Address: \_\_\_\_\_

Email: \_\_\_\_\_

Telephone: \_\_\_\_\_

Thank you for your feedback.

Please forward your completed survey in the prepaid envelope provided by the closing date of  
**Wednesday 5 August 2009.**