



Additional information

Ordinary Meeting of Council

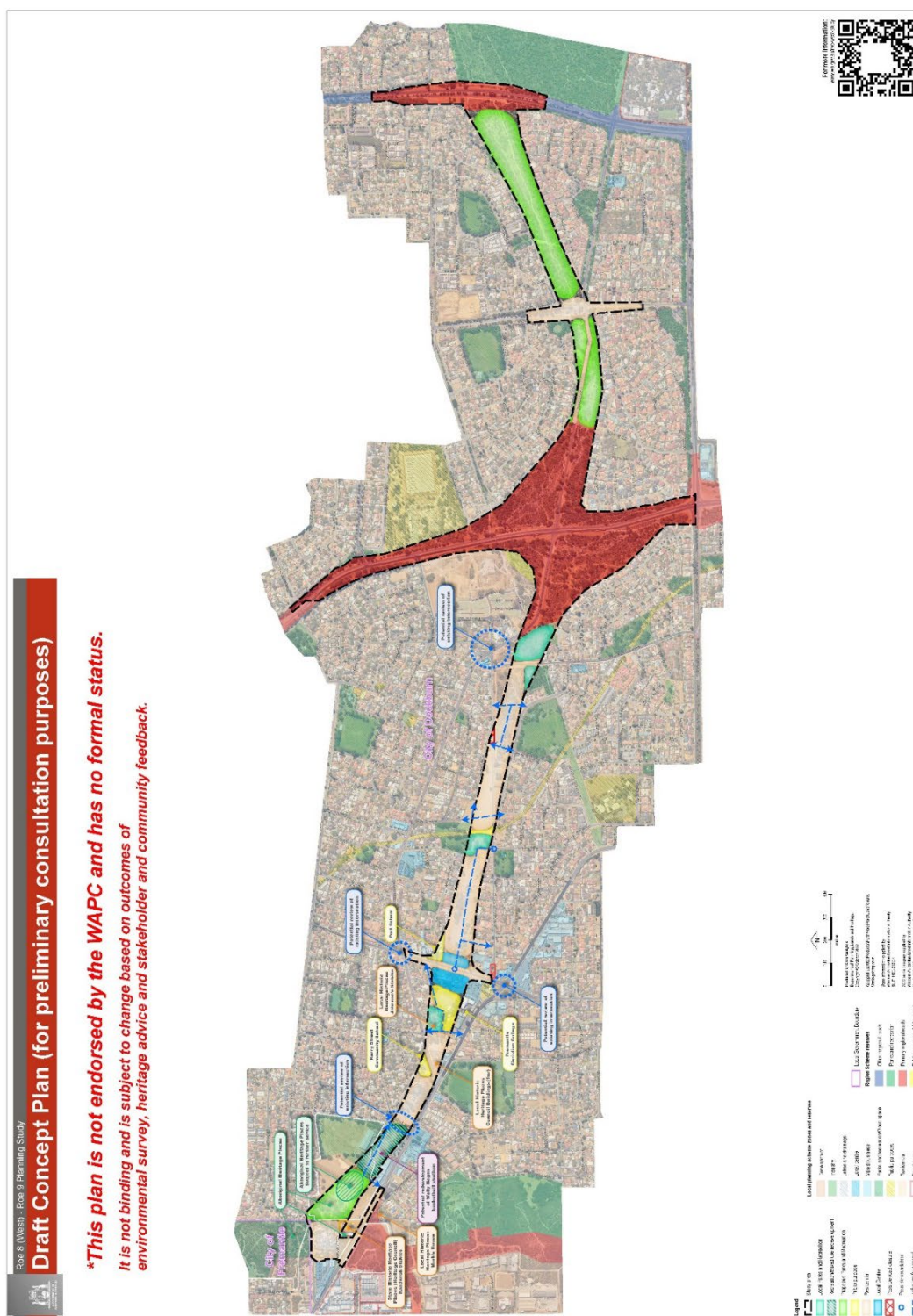
Wednesday 14 December 2022 6pm



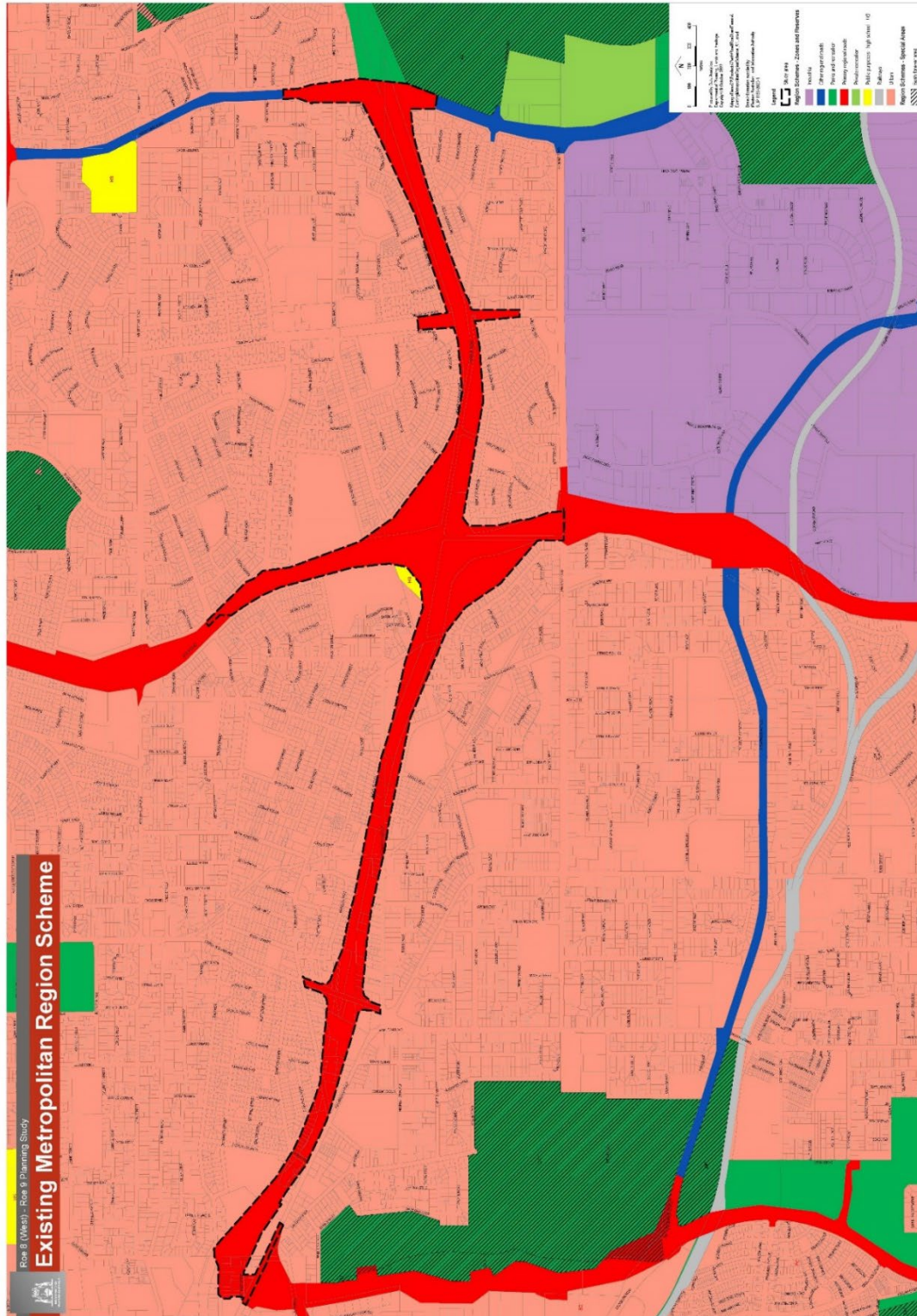
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ADDITIONAL INFORMATION 1 - Planning study draft concept plan

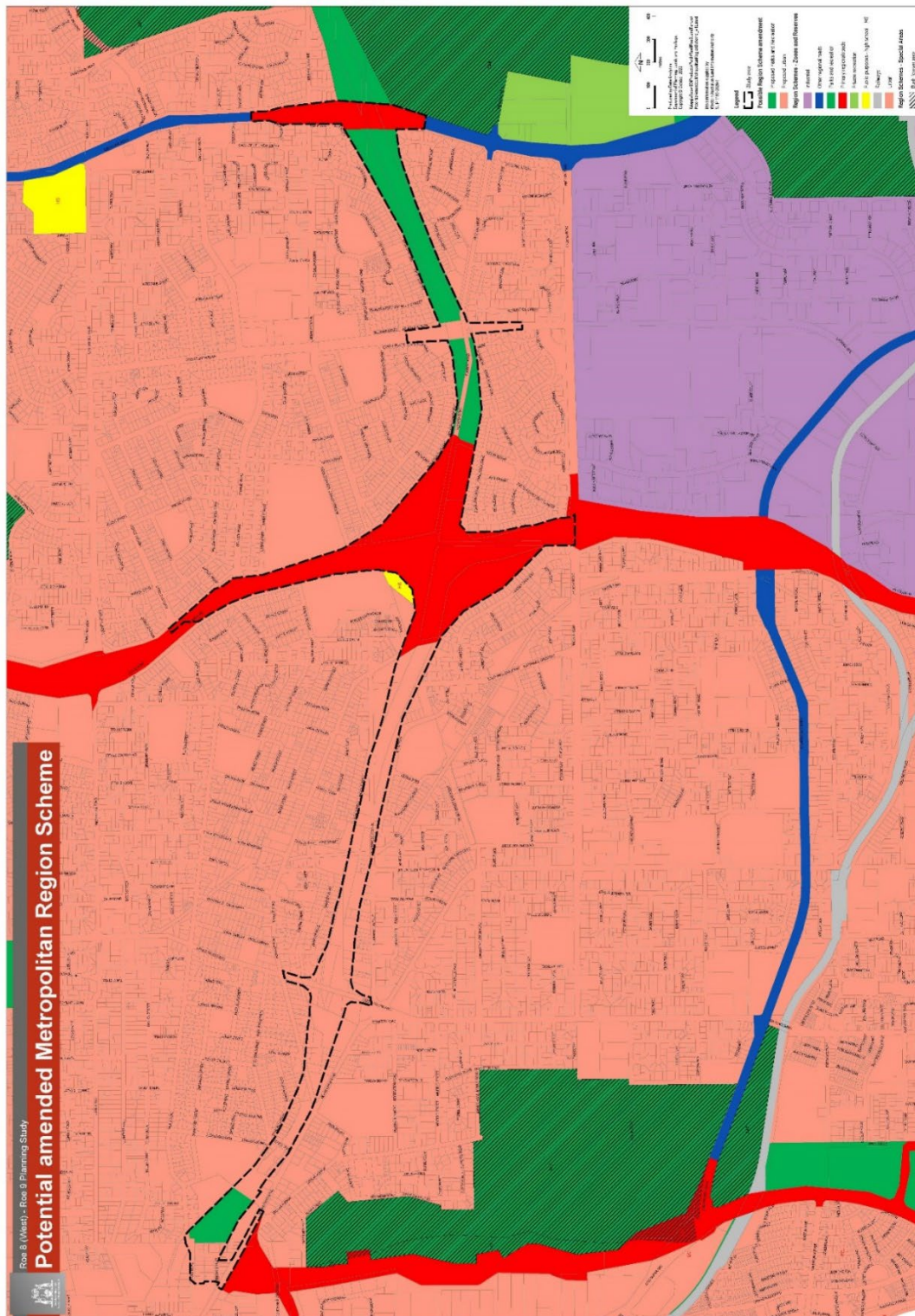


ADDITIONAL INFORMATION 2 - Planning study existing MRS





ADDITIONAL INFORMATION 3 - Planning study potential amendment MRS





**C2212-1 ACCEPTANCE OF MINUTES AND CONSIDERATION OF
MOTIONS FROM THE SPECIAL MEETING OF ELECTORS
HELD ON MONDAY 14 NOVEMBER 2022**

ADDITIONAL INFORMATION 1 - Item FPOL2210-7

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Cr Bryn Jones left the meeting at 7.39pm and returned at 7.43pm, prior to the vote on the following item.
Cr Geoff Graham left the meeting at 7.42pm and returned at 7.46pm, prior to the vote on the following item.

FPOL2210-7 SWAN RIVER CROSSING – DESIGN ANALYSIS

Meeting date: 12 October 2022
Responsible officer: Manager Strategic Planning and City Design
Decision making authority: Council
Attachments: 1. Review of Current Design, Report.
1. Principles & objectives
Additional information: N/A

SUMMARY

This report has been prepared in response to the State Government's open invitation for public comment on the latest design for the Swan River Crossing.

The report, together with attachment, provides council with a high level analysis of the latest design and is framed in light of previous council resolutions on this project as well as the City's understanding of how the design process evolved; the challenges; and potential opportunities.

It is acknowledged that the new bridge alignment is in accordance with previous community and council feedback. It is also acknowledged that there is no 'perfect solution' to this complex and constrained project, and that the final design must be around selecting the right compromises to gain the best overall outcome for the place.

This report concludes that the latest design is a bold approach to a complex civil and urban design project – by removing a standard mains roads intersection between Cantonment Hill and the river. The net result is considered to be an innovative response to the project brief that was becoming overly complicated. The design is underpinned by an objective to create less road-space; more public realm between Cantonment Hill and the river; and a longer-term perspective on future city development and access to Victoria Quay and the City's waterfront.

This reports recommends that Council indicates broad support for the design direction that the project is taking, subject to further work/information on:

- Traffic impacts.
- Pedestrian amenity.
- Cycling connectivity.
- Architecture.



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- **Future assets and land ownership.**
- **Reviewing impact on limestone escarpment (south bank).**
- **Developing a community engagement plan for part of the public realm design.**

BACKGROUND

At its meeting on 23 June 2021, the Council passed the following resolutions:

1. *Provides the following general observations and feedback to the State Government and the Swan River Crossing Alliance:*
 - 1.1 *Reiterates the concern that the Swan River Crossings project was proposed to be an infrastructure replacement project only and within a constrained project area; and as such provides limited opportunity to deliver improved transport and land use planning outcomes for urban environments previously fragmented by incompatible regional transport networks.*
 - 1.2 *Welcomes the State Government's recent commitment to develop the Future of Fremantle Planning Strategy and requests that it include a regional transport network that supports the continual growth of the urban fabric of Fremantle;*
 - 1.3 *Agrees that based on the deteriorating serviceability of the Fremantle Traffic Bridge, it needs to be replaced as a matter of urgency and acknowledges that its replacement will be required in advance of the strategic planning direction to be established by the Future of Fremantle Planning Strategy;*
 - 1.4 *Notes that the proposal to duplicate the rail bridge to provide a dedicated freight line is one of numerous strategies that would improve freight logistics relative to the Inner Harbour but that the need to establish a dedicated freight crossing is not critically urgent or based on unacceptable safety concerns; and,*
 - 1.5 *Concludes that there is insufficient justification to warrant the immediate duplication of the rail bridge in advance of establishing the optimal regional transport network and land use plans as part of the Future of Fremantle Planning Strategy.*
 - 1.6 *Supports a bridge design that requires minimal or no interference with the riverbed and water flow in recognition of cultural concerns expressed by the Indigenous community.*
2. *Provides the following summarised feedback on each of the four alignment options:*
 - a. **OPTION 1** - *is the preferred option out of the four because:*
 - *it aligns most closely with previous feedback from the City to MRWA*
 - *it optimises the heritage, public realm and place-making opportunities*
 - *it keeps the overall impact of new infrastructure as far west as practicable*



- b. **OPTION 2** - demonstrates no clear community benefits over and above option 1 but may result in major disruption to rail services in the future when the existing rail bridge needs replacing;
- c. **OPTION 3** - assessed as having little merit:
- it results in an outcome that leaves part of the old Traffic Bridge structure 'locked' between two new bridges
 - it moves new infrastructure and traffic impacts further east towards existing residents
 - it compromises the Naval Stores complex.
- d. **OPTION 4** - has some merit, in that:
- It potentially reduces construction time by 12 months
 - It opens possibilities for greater flexibility in bridge design
- However, before this option could be fully supported, the following matters would need to be addressed:
- that the demolition of the existing the State Heritage Register listed traffic bridge, is deemed acceptable.
 - Traffic redistribution and local diversions during construction can be managed to acceptable level of congestion and appropriate community consultation is carried out;
 - Businesses along Queen Victoria Street (on both sides of the river) are consulted on the proposed traffic management plans, including forms of compensation for any loss of business due to reduction in passing traffic during construction.
 - Any financial gains achieved with this option will be fully costed, clearly demonstrate a better bridge design and improved placemaking outcomes for the community.
3. Re-confirms that the 6 Principles adopted by council on 24th June 2020 remain applicable and should guide the next phase of project design.
4. Re-affirms Council's desire to continue working with the State Government and its Alliance team on the Swan River Crossing project to achieve the best possible outcomes for the community.
5. Writes to the Hon. Rita Saffioti MLA, Minister for Transport, Planning and Ports to:
- Welcome the opportunity to continue to be involved in the design and development process for the River Crossings Project;
 - Thank the Government for re-opening the discussion with the community regarding multiple bridge alignment options;
 - Request confirmation as to why the rail bridge component is planned to be constructed simultaneously with the traffic bridge, ahead of the broader planning for the North Fremantle peninsula, suggesting that it may be beneficial to delay this component of the project until this strategic work is completed;

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- *Request that the City of Fremantle receive early engagement from the Government regarding the establishment and governance framework of the Future Fremantle Planning Committee.*

At a special briefing of elected members on 1 November 2021, the following aspects of the project were discussed / noted:

1. The Minister for Transport, Planning and Ports wrote to the City on 17 September 2021 confirming why the whole project needed to proceed now and how it relates to State Government strategic planning initiatives, such as Future Fremantle.
2. Following the previous round of community consultation in mid-2021 and the Council's resolutions that followed on 23 June 2021, the following activities occurred:
 - The alignment of the new traffic bridge changed, as per the City's preferred 'Option 1'
 - Government committed to looking at PSP Stage 5 and how the whole cycle network will be connected.
 - The main pedestrian path on the bridge will be on the eastern side, with views up the river, and will accommodate slow / recreational cycling.
 - Heritage Council is considering the full demolition of the old bridge.
 - The State Design Review Panel is now involved in assessing the merits of the project.

In response to the City's requests for a clearer understanding as to why the PSP cannot follow the alignment of the rail bridge (on its eastern side), the City has received the following advice from the Bridge Alliance:

Rationale as to why the PSP cannot go on Rail Bridge

1. *Office of the National Rail Safety Regulator safety requirements:*
 - *Public safety: in close proximity to electrified rail lines, additional earthing and bonding isolation requirements are required.*
 - *The proximity of the PSP to the rail corridor and the overhead line may require a 2.5m fence as the PSP is in the drop zone of Overhead Line Equipment (OLE). The fence line would bring an additional impact to the aesthetics of the area.*
 - *Public safety: having a PSP on a 240m rail bridge over water presents safety concerns along with issues associated with noise and vibration.*
2. *Insufficient room on Beach Street for all modes of transport if the PSP was on the rail bridge due to the wider abutment. The wider abutment will cause unsafe vehicle sightlines and impact path connectivity.*



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Background Summary

In summary, the project design has evolved over the past 12 months or so, notably since the Bridge Alliance has established a broader multidisciplinary design team. In advocating for council's priorities, officers consider that the following key components in the latest design are consistent with Council's previous commentary:

- Bridge Alignment is now on western side of existing traffic bridge;
- A fast-flowing PSP route is integrated on the western side of the road bridge;
- Slow-speed recreational cyclists will be able to share the pedestrian facilities on the eastern side of the road bridge – with views up the river;
- Both paths on the road bridge are now integrated at road level that is (a) good from a safety 'eyes on street' perspective, and (b) good from an urban design perspective that reinforces a 'civilised' street design approach, rather than a highway/main road character;
- Connectivity of cycling and pedestrian paths.
- Increased open space in front of Naval Stores building to allow improved connectivity between Cantonment Hill and the river.

FINANCIAL IMPLICATIONS

There are no financial implications to this report.

LEGAL IMPLICATIONS

There are no legal implications to this report

CONSULTATION

As a State Government project, all community consultation is the responsibility of the Bridge Alliance project team and the lead government agency – Main Roads WA.

Current information regarding the project and the various consultation processes and results are updated on the Main Roads website at:

<https://www.mainroads.wa.gov.au/projects-initiatives/all-projects/metropolitan/Swan-River-Crossings/>

OFFICER COMMENT

Analysis of the current design is broken down into the following sub-headings to assist with understanding and review of the current design:

A Place for People

- Large increase in space in front of Naval Store to connect Cantonment Hill to the foreshore.



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- One road (2 lanes) to cross between Cantonment Hill and river.
- Significant 'at-grade' opportunities for place-based urban design if key pedestrian facilities are incorporated.

Traffic Changes

- QVS north-south direct route into Fremantle.
 - Beach Street (river) traffic uses East Street to connect to Canning Highway.
 - Canning Highway connects to Beach Street.
- Further modelling and confirmation of traffic volumes, redistribution and changes to local traffic / travel patterns are required.

Cycling Facilities

- Includes PSP on new road bridge. Connectivity at south of bridge still to be resolved.
- Also includes recreational cycling facilities on 'pedestrian' side of new traffic bridge.

It is noted that the latest design achieves a direct and legible route from the eastern side of the bridge to the foreshore, that has previously been unachievable.

Future Proofing (Access to Victoria Quay)

Future road access to Gate 3, Victoria Quay, via new Beach Street Re-Alignment provides a direct and legible future connection.

'Rainbow' Artwork

Needs to move, and should be considered as part of a holistic plan for public art opportunities in the location.

Asphalt vs Open Space (South Bank Foreshore only)

The current design would change the road-space and open space areas by the following amounts:

Road Pavement Area:	Existing 11,400m ²	Proposed 7,500m ²
Open Space Area:	Existing 23,700m ²	Proposed 28,800m ²

DDA / Universal Design

Achieves acceptable gradient for 'at grade' footpath to foreshore, without the need for additional engineered structures, ramps or public lifts.

CPTED

No major issues. Design retains 'eyes on street' principle and open public realm.

In Summary

A workable solution with potential to create the best 'place-based' outcome if key issues are resolved around:

- Controlled pedestrian crossing points across Beach Street re-alignment and Queen Victoria Street;



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- Further modelling and confirmation of traffic volumes, redistribution and changes to local traffic / travel patterns that demonstrates acceptable outcomes for traffic movement.

(Refer to **Attachment** to see how this review compares back to previous iterations of the design development, since mid-2021.)

'Place' and Community Input

One of the challenges with a large, highly technical, civil project is how/when to engage with the community – and on what aspects of the design. This remains part of the project planning and communications for the Bridge Alliance and State Government.

However, one component of the project that could quite easily open up for genuine community debate, design ideas and engagement is the large area of land between Cantonment Hill and the River. This is arguably one of the most important parts of the project to get right, if the intention is to make this a great place for people.

This could take the shape of community design charettes, ideation sessions and workshops with the projects' urban designers and landscape architects. There may also be opportunities for local input from the university, schools, and/or community groups with special interest in Cantonment Hill and its environs.

Given that a significant area of this future landscape is likely to be returned to the City of Fremantle's ownership / asset management, it would be appropriate for the City to offer to play a major role in this community process.

It is therefore suggested that the City ask the State Government to explore this idea and to work with the City to build a stronger community engagement and future sense of civic ownership around this project.

VOTING AND OTHER SPECIAL REQUIREMENTS

Simple majority required

OFFICER'S RECOMMENDATION

Council:

1. Welcomes the opportunity to provide further comment on this major State Government project, noting the following advancements since the previous round of community consultation in 2021:
 - Re-alignment of the new road bridge to the western side of the current traffic bridge;
 - Integrated cycling facilities on the new road bridge;



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- Appointment of a placed-based design team within the Bridge Alliance to explore opportunities to integrate good urban design outcomes and ensure that the project delivers more than just replacement of a bridge structure;
- 2. Notes that the proposed removal of the intersection at Canning/Queen Victoria Streets is an innovative solution to simplifying the road engineering, coupled with a clear focus to better connect Cantonment Hill to the river and allow this important landscape to signal the 'gateway' into Fremantle;
- 3. Indicates its broad support for the latest design of the Swan River Crossing Project, as depicted in Attachment, subject to the following:
 - a. TRAFFIC – detailed information, including traffic modelling, to be provided to the community that clearly shows existing and future traffic volumes and how the changes/redistribution within the network will be successfully managed – based on a commitment that the 'new' Beach Street re-alignment is designed (and will only operate) as one-lane in either direction;
 - b. PEDESTRIAN CROSSINGS – that controlled pedestrian crossing points are provided across:
 - Beach Street re-alignment, on the 'pedestrian desire line' from Cantonment Hill to the river (between East Street and new traffic bridge);
 - Queen Victoria Street, at the southern embankment, near the Naval Stores forecourt;
 - c. PUBLIC TRANSPORT – that a plan is produced that demonstrates how bus users will transfer between services at this key location in the bus movement network with a high level of pedestrian safety and legibility;
 - d. CYCLING CONNECTIVITY – further planning work is undertaken in consultation with the City of Fremantle to optimise a primary cycle route through to Fremantle Station forecourt;
 - e. ARCHITECTURE – further information to be provided to the community detailing how the architectural refinement of the project will ensure the quality of the design is commensurate with location and will not be a standard Main Roads extruded box-section bridge structure;
 - f. FUTURE ASSETS AND LAND OWNERSHIP – that a plan is prepared before design work is finalised that identifies land parcels and future assets that the State Government may request the City take ownership of, for discussion;



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- g. REPLACEMENT OF 'HAIRPIN' TURN – A feasibility study is conducted to explore the possibility of replacing the 'hairpin' turn between Beach Street and Queen Victoria Street with new intersections on the Burt Street alignment that reflect the urban grid of the city;
 - h. LIMESTONE ESCARPMENT – that a review is undertaken of the detailed horizontal geometry / alignment of Canning Highway with the intent to move the road slightly northward, to reduce the cutting/impact on the limestone escarpment;
 - i. ACCESS ROAD TO NAVAL STORE – that an option is investigated for a slip-lane / turn off East Street (northbound) just prior to Canning Highway, to create a new access road to the Naval Store forecourt;
- 4. Acknowledges that there are individuals and groups within the Fremantle community that are calling for greater involvement on various aspects of the design, and therefore requests that the State Government considers the following process to improve local engagement:
 - Establishes a staffed pop-up shop in Walyalup Koort to provide face-to-face consultation and project information;
 - Develops a plan, in consultation with the City of Fremantle, for the community to actively participate in the design process for the main piece of landscape and public realm design (between Cantonment Hill and the river);
 - Commits to using the outputs of the community design process to shape the final landscape / place design for the southern landing area;
- 5. Provides the above feedback to the Fremantle Bridge Alliance and the State Government to assist with project development.

AMENDMENT

Moved: Cr Jenny Archibald

Seconded: Cr Rachel Pemberton

Council:

- 1. **Welcomes the opportunity to provide further comment on this major State Government project, noting the following **advancements** since the previous round of community consultation in 2021:**
 - **Re-alignment of the new road bridge to the western side of the current traffic bridge;**
 - **Integrated cycling facilities on the new road bridge;**
 - **Appointment of a place-based design team within the Bridge Alliance to explore opportunities to integrate good urban design outcomes and ensure that the project delivers more than just replacement of a bridge structure;**



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- ~~2. Notes that the proposed removal of the intersection at Canning/Queen Victoria Streets is an innovative solution to simplifying the road engineering, coupled with a clear focus to better connect Cantonment Hill to the river and allow this important landscape to signal the 'gateway' into Fremantle;~~
2. Notes that the Fremantle Bridge Alliance's preferred proposal (the Beach St option) involves the removal of the intersection at Canning/Queen Victoria Streets as a solution to simplify the road engineering, coupled with a focus to connect the landscape of Cantonment Hill to the river;
- ~~3. Indicates its broad support for the latest design of the Swan River Crossing Project, as depicted in Attachment, subject to the following:~~
3. Acknowledges that there are outstanding issues to be clarified which are critical to the decision making of Council, and requests that the Alliance provide further information to support a more detailed assessment of the comparative functionality, benefits and impacts of the options ~~1 and 3~~, and in particular:
 - a. TRAFFIC – detailed information, including traffic modelling, to be provided ~~to the community~~ that clearly shows existing and future traffic volumes and how the changes/redistribution within the network will be successfully managed ~~—based on a commitment that the 'new' Beach Street re-alignment is designed (and will only operate) as one lane in either direction;~~ for each of these options and in particular:
 - likely traffic flow on the proposed 'new' Beach Street re-alignment and details of how this will be ~~is~~ designed and operated as one-lane in each direction;
 - exploration of the potential to narrow the proposed Canning Hwy/Queen Victoria St intersection in Option 1 and improve pedestrian, recreational cyclist and disability access from Canning Highway to the foreshore.
 - articulate the ways in which vehicle access will be facilitated for residents and businesses in the Plympton Ward of East Fremantle and area of Fremantle immediately south of Cantonment Hill that ensures no loss of amenity.
 - b. PEDESTRIAN CROSSINGS – that controlled pedestrian crossing points for Option 3 are provided across:
 - Beach Street re-alignment, on the 'pedestrian desire line' from Cantonment Hill to the river (between East Street and new traffic bridge);



- Queen Victoria Street, at the southern embankment, near the Naval Stores forecourt;
- c. **PUBLIC TRANSPORT** – that a plan is produced that demonstrates how bus users will transfer between services at this key location in the bus movement network with a high level of pedestrian safety and legibility and enabling east-north connections across the bus network;
- d. **CROSS-SECTIONS / CONTOUR MAPS** – provide detailed analysis of the proposed heights and levels of the options, including a review of the detailed horizontal geometry / alignment of Canning Highway to understand the impact of the proposed works on the limestone escarpment and explore options to retain the escarpment. For Option 1, provide contours and sections to demonstrate the changes in height along Canning Hwy from the intersection with Queen Victoria Street to East St, and in relation to the Naval Store and its forecourt.
- e. **ACCESS ROAD TO NAVAL STORE** – in the Case of Option 3, that for the opportunity for a slip-lane turning west off East Street (northbound) just prior to Canning Highway is explored, to create a new access road to the Naval Store forecourt;
- 4. **Seeks commitment for the following issues of importance to the Fremantle community:**
 - a. **CYCLING CONNECTIVITY** – further planning work is undertaken in consultation with the City of Fremantle to optimise a primary cycle route through to Fremantle Station forecourt;
 - b. **ARCHITECTURE** – further information to be provided to the community detailing how the architectural refinement of the project will ensure the quality of the design is commensurate with location and will not be a standard Main Roads extruded box-section bridge structure;
 - c. **FUTURE ASSETS AND LAND OWNERSHIP** – that a plan is prepared before design work is finalised that identifies land parcels and future assets that the State Government may request the City take ownership of, for discussion;
 - d. **REPLACEMENT OF 'HAIRPIN' TURN** – A feasibility study is conducted to explore the possibility of replacing the 'hairpin'



turn between Beach Street and Queen Victoria Street with new intersections on the Burt Street alignment that reflect the urban grid of the city;

~~j. LESTONE ESCARPMENT that a review is undertaken of the detailed horizontal geometry / alignment of Canning Highway with the intent to move the road slightly northward, to reduce the cutting/impact on the limestone escarpment;~~

- 4-5. Acknowledges that members of the Fremantle and East Fremantle community are seeking more comprehensive information on the options analysis process ~~there are individuals and groups within the Fremantle community that are calling for greater involvement on various aspects of the design~~, and therefore requests that the State Government considers the following process to improve local engagement:
- Establishes a staffed pop-up shop in Walyalup Koort to provide face-to-face consultation and project information; **particularly on the options analysis and the respective impacts of each;**
 - Develops a plan, in consultation with the City of Fremantle, for the community to actively participate in the **design** process for the ~~main piece of~~ landscape and public realm design (between Cantonment Hill and the river);
 - Commits to using the outputs of the community design process to shape the final landscape / place design for the southern landing area;
6. Provides the above feedback to the Fremantle Bridge Alliance and the State Government to assist with project development.

Amendment carried: 7/0

Mayor Hannah Fitzhardinge, Cr Jenny Archibald, Cr Fedele Camarda,
Cr Marija Vujcic, Cr Doug Thompson, Cr Rachel Pemberton, Cr Frank Mofflin



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COMMITTEE RECOMMENDATION ITEM FPOL2210-7
(Amended Officer's recommendation)

Moved: Cr Jenny Archibald

Seconded: Cr Rachel Pemberton

Council:

- 1. Welcomes the opportunity to provide further comment on this major State Government project, noting the following since the previous round of community consultation in 2021:**
 - **Re-alignment of the new road bridge to the western side of the current traffic bridge;**
 - **Integrated cycling facilities on the new road bridge;**
 - **Appointment of a place-based design team within the Bridge Alliance to explore opportunities to integrate good urban design outcomes and ensure that the project delivers more than just replacement of a bridge structure;**
- 2. Notes that the Fremantle Bridge Alliance's preferred proposal (the Beach St option) involves the removal of the intersection at Canning/Queen Victoria Streets as a solution to simplify the road engineering, coupled with a focus to connect the landscape of Cantonment Hill to the river;**
- 3. Acknowledges that there are outstanding issues to be clarified which are critical to the decision making of Council, and requests that the Alliance provide further information to support a more detailed assessment of the comparative functionality, benefits and impacts of the options, and in particular:**
 - a. TRAFFIC – detailed information, including traffic modelling, to be provided that clearly shows existing and future traffic volumes and how the changes/redistribution within the network will be successfully managed for each of these options and in particular:**
 - **likely traffic flow on the proposed 'new' Beach Street re-alignment and details of how this will be designed and operated as one-lane in each direction;**
 - **exploration of the potential to narrow the proposed Canning Hwy/Queen Victoria St intersection in Option 1 and improve pedestrian, recreational cyclist and disability access from Canning Highway to the foreshore.**
 - **articulate the ways in which vehicle access will be facilitated for residents and businesses in the Plympton Ward of East Fremantle and area of Fremantle**



immediately south of Cantonment Hill that ensures no loss of amenity.

- b. **PEDESTRIAN CROSSINGS** – that controlled pedestrian crossing points for Option 3 are provided across:
 - Beach Street re-alignment, on the 'pedestrian desire line' from Cantonment Hill to the river (between East Street and new traffic bridge);
 - Queen Victoria Street, at the southern embankment, near the Naval Stores forecourt;
 - c. **PUBLIC TRANSPORT** – that a plan is produced that demonstrates how bus users will transfer between services at this key location in the bus movement network with a high level of pedestrian safety and legibility *and enabling east-north connections across the bus network;*
 - d. **CROSS-SECTIONS / CONTOUR MAPS** – *provide detailed analysis of the proposed heights and levels of the options, including a review of the detailed horizontal geometry / alignment of Canning Highway to understand the impact of the proposed works on the limestone escarpment and explore options to retain the escarpment. For Option 1, provide contours and sections to demonstrate the changes in height along Canning Hwy from the intersection with Queen Victoria Street to East St, and in relation to the Naval Store and its forecourt.*
 - e. **ACCESS ROAD TO NAVAL STORE** – *in the Case of Option 3, that for the opportunity for a slip-lane turning west off East Street (northbound) just prior to Canning Highway is explored, to create a new access road to the Naval Store forecourt;*
4. **Seeks commitment for the following issues of importance to the Fremantle community:**
- a. **CYCLING CONNECTIVITY** – further planning work is undertaken in consultation with the City of Fremantle to optimise a primary cycle route through to Fremantle Station forecourt;
 - b. **ARCHITECTURE** – further information to be provided to the community detailing how the architectural refinement of the project will ensure the quality of the design is commensurate with location and will not be a standard Main Roads extruded box-section bridge structure;
 - c. **FUTURE ASSETS AND LAND OWNERSHIP** – that a plan is prepared before design work is finalised that identifies land parcels and future assets that the State Government may request the City take ownership of, for discussion;



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- d. **REPLACEMENT OF 'HAIRPIN' TURN** – A feasibility study is conducted to explore the possibility of replacing the 'hairpin' turn between Beach Street and Queen Victoria Street with new intersections on the Burt Street alignment that reflect the urban grid of the city;
5. **Acknowledges that *members of the Fremantle and East Fremantle community are seeking more comprehensive information on the options analysis process* and therefore requests that the State Government considers the following process to improve local engagement:**
- Establishes a staffed pop-up shop in Walyalup Koort to provide face-to-face consultation and project information; *particularly on the options analysis and the respective impacts of each;*
 - Develops a plan, in consultation with the City of Fremantle, for the community to actively participate in the process for the landscape and public realm design (between Cantonment Hill and the river);
 - Commits to using the outputs of the community design process to shape the final landscape / place design for the southern landing area;
6. **Provides the above feedback to the Fremantle Bridge Alliance and the State Government to assist with project development.**

Carried: 7/0

**Mayor Hannah Fitzhardinge, Cr Jenny Archibald, Cr Fedele Camarda,
Cr Marija Vujcic, Cr Doug Thompson, Cr Rachel Pemberton, Cr Frank Mofflin**

ADDITIONAL OFFICER COMMENT

Since the initial drafting of this report in response to the advertised latest design for the Swan River Crossing project, the following has occurred:

- Public comment, feedback and specific motions passed at the Annual General Meeting of Electors, 3 October 2022.
- The Mayor has received a petition for a Special Meeting of Electors, 11 October 2022, to discuss the Swan River Crossing project.
 - o A Special Meeting of Electors has subsequently been scheduled for 14 November 2022.
- Public comment was received at the Finance, Policy, Operations and Legislation Committee, 12 October 2022.
- The City has met with the Bridge Alliance requesting further information.
- The City understands that the Town of East Fremantle is also attempting to resolve its position on the current design, indicating that more data and information would be helpful.



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In response to the significant public interest, comments and concerns that the City has received, an alternative recommendation has been drafted for consideration by Council. As part of this, an updated set of objectives and criteria has been developed; this has been developed from the original project criteria established by the Council in June 2020. These updated criteria are considered to be a useful tool in assessing all design options for the Swan River Crossing project.

OFFICER'S ALTERNATIVE RECOMMENDATION

Moved: Mayor Hannah Fitzhardinge Seconded: Cr Geoff Graham

Council:

1. Welcomes the opportunity to provide further comment on this major State Government project, noting various advancements since the previous round of community consultation in 2021; for example, the proposed location of the new traffic bridge on the western side of the Old Traffic Bridge alignment.
2. Requests further detailed information on the existing design - as well as the key design options explored by the Fremantle Bridge Alliance following the previous public consultation in July 2021 – that demonstrates the 'pros and cons' of each option and the process whereby the current preferred option was reached. Further important information would include:
 - 'before and after' traffic data and modelling, including what impact this might have on delivering safe, controlled pedestrian access through the project area to the foreshore;
 - improved cross-sections and contours that clearly illustrate proposed changes to the existing landscape / topology; and
 - the future of Victoria Quay, potential traffic demands and access.
3. Requests that at least two distinctly different and workable options (in addition to the reference design from July 2021) are presented in full to the community for engagement, discussion and feedback.
4. Requests that as part of a further community engagement process, the Fremantle Bridge Alliance clarify why other options have been considered to be unworkable and consequently discounted.
5. Requests that a holistic set of design criteria are established and shared with the community to enable a thorough comparative analysis of the workable options (refer to Attachment 2 for an updated set of criteria from the City of Fremantle that should be included in this process.)



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AMENDMENT

PRESIDING MEMBER DETERMINATION

The presiding member put the following amendment to be voted in two parts.

Moved: Cr Andrew Sullivan

Seconded: Cr Su Groome

Council:

1. Welcomes the opportunity to provide further comment on this major ~~State Government~~ project that forms part of Fremantle's 'Northern Gateway', connecting two residential growth precincts and encompassing places of cultural and landscape significance. ~~noting the various advancements since the previous round of community consultation in 2021; for example, the proposed location of the new traffic bridge on the western side of the Old Traffic Bridge alignment~~
2. Notes community concerns in relation to the proposed re-alignment of Canning Highway to the foreshore in the recently announced preferred option while acknowledging the strategic benefit in connecting Canning Highway to Beach Street.
3. Endorses a revised Principles and Objectives document (Attachment 2) in response to the expanded study area and scope. The Principles and Objectives are intended to inform design-development and options analysis of the proposed works, with particular consideration to the City's strategic planning objectives in relation to North Fremantle, the 'Northern Gateway' and the Cantonment Hill and foreshore environment. The Principles and Objectives shall be modified to ensure the project reflects the City's transport hierarchy as adopted in the 'Integrated Transport Strategy':

"5) TRANSPORT & ROAD HIERACHY – the project *should reflect the city's transport hierarchy as adopted in the Integrated Transport Strategy* and be integrated with transport services and the fine grain road hierarchy that it seeks to connect. The traffic bridge and approach roads should complement the urban precincts and natural environments that they lie within and must be tempered to support the high-density residential areas either side of the river. Specifically, the transport and road hierarchy design should..."



4. Requests ~~further detailed information on the existing design—as well as the~~ a briefing on the key design options explored by the Fremantle Bridge Alliance following the previous public consultation in July 2021, supported by sufficient and publicly available information to enable the City and community to understand the options analysis, including, ~~that demonstrates the 'pros and cons' of each option and the process whereby the current preferred option was reached.~~
Further important information would include:
 - a) An assessment against the Principles and Objectives listed in Attachment 2;
 - b) 'before and after' traffic data and modelling, including what impact this might have on delivering safe, controlled pedestrian access through the project area to the foreshore;
 - c) ~~improved~~ detailed information about design levels, cross-sections and contours that clearly illustrate proposed changes to the existing landscape / topology; and,
 - d) design assumptions regarding future access including traffic movements to and from Victoria Quay ~~the future of Victoria Quay, potential traffic demands and access.~~
5. ~~Requests that at least two distinctly different and workable options (in addition to the reference design from July 2021) are presented in full to the community for engagement, discussion and feedback.~~
6. ~~Requests that as part of a further community engagement process, the Fremantle Bridge Alliance clarify why other options have been considered to be unworkable and consequently discounted.~~
5. Requests that the Fremantle Bridge Alliance facilitate a multi-criteria assessment process involving key stakeholders and community representatives and including: ~~a holistic set of design criteria are established and shared with the community to enable a thorough comparative analysis of the workable options. (refer to Attachment 2 for an updated set of criteria from the City of Fremantle that should be included in this process.)~~
 - a) stakeholder input to the evaluation criteria and ratings; and,
 - b) consideration of the three options provided in Attachment 1.

Amendment carried: 13/0

Mayor Hannah Fitzhardinge, Cr Jenny Archibald, Cr Su Groome, Cr Geoff Graham,
Cr Ben Lawver, Cr Fedele Camarda, Cr Frank Mofflin, Cr Doug Thompson,
Cr Bryn Jones, Cr Marija Vujcic, Cr Andrew Sullivan, Cr Rachel Pemberton, Cr Adin Lang

**Additional information – Ordinary Meeting of Council
14 December 2022**



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Moved: Cr Andrew Sullivan

Seconded: Cr Su Groome

**c) consideration of a fourth option for the tunnel, to be provided
by Main Roads.**

Amendment carried: 10/3

For

**Cr Jenny Archibald, Cr Su Groome, Cr Ben Lawver,
Cr Fedele Camarda, Cr Doug Thompson, Cr Bryn Jones,
Cr Marija Vujcic, Cr Andrew Sullivan, Cr Rachel Pemberton, Cr Adin Lang**

Against

Mayor Hannah Fitzhardinge, Cr Frank Mofflin, Cr Geoff Graham

Reason for change:

Part 1: The amendment seeks to highlight the strategic importance of the places the bridges must fit into. The project must work 'hand-in-glove' with the existing and rapidly developing residential quarters on either side of the river. In order to fulfill State and local planning for infill housing, these high-density residential quarters must be supported by the delivery of quality public environments and recreational amenity. Fremantle is at a critical crossroad heading towards a more sustainable future. The Swan River Crossing project has the capacity to catalyse significant improvement well beyond just replacing a bridge and improving transport infrastructure, and this opportunity needs to be highlighted upfront.

Part 2: Council needs to construct its Motion in a manner that highlights the key matters being expressed by the community and elected members in relation to the preferred option released by the State Government. The impact that the road realignment will have on the current foreshore, and more importantly its future potential, clearly needs reviewing. Council also needs to acknowledge that directing Canning Highway traffic into Beach Street is likely to significantly improve its capacity to deliver the types of urban streets needed to support the Queen Victoria Street 'Residential Quarter'.

Part 3: As noted in the Additional Officer Comment, "*an updated set of objectives and criteria has been developed [flowing from Elected Member discussion at the FPOL Committee and subsequently]; this has been developed from the original project criteria established by the Council in June 2020. These updated criteria are considered to be a useful tool in assessing all design options for the Swan River Crossing project.*" Council needs to formally endorse the updated criteria that are intended to supersede the 2020 principles, including replacing the criteria that "a significant portion of the Fremantle Traffic Bridge is preserved at both ends" with criteria that are more flexible and holistic. In a logical response to the iterative design process, the revised criteria include aspects that could not have been envisaged at the outset. In updating the Principles and Objectives it is intended



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that they form the basis of further discussion, assessment and ongoing participation in relation to the project.

Part 4: Council should note its concern about veracity of the traffic data used in support of the State's preferred option, the impact the realigned road would have on the foreshore environment, and the paucity of available information with regard to the assessment of all options. As it stands, Council is not in a position to make a well-informed judgement about the preferred option, or any other option. The Council should request detailed information be provided in relation to all options. It should also request that design options be measured against its revised Principles and Objectives.

Deletion of Part 5: The amendment seeks to roll existing points 3 and 5 into a single resolution.

Deletion of Part 6: This condition is deleted as the requirement is more effectively covered by the amendment to existing condition 2 above.

New Part 5: The Council should acknowledge that its revised Principles and Objectives form one part of a broader set of design-development criteria, including those set by state agencies, the Alliance and key stakeholders including the Town of East Fremantle. In doing so, it should also be apparent that the project is complex and that not all criteria are likely to be satisfied by a single or simple solution. The amendment requests that the options be assessed using a multi-criteria assessment process as a proven technique to make complex decisions where multiple stakeholders have different, and sometimes competing, priorities.

**COUNCIL DECISION ITEM FPOL2210-7
(Officer's alternative recommendation, as amended)**

Moved: Mayor Hannah Fitzhardinge

Seconded: Cr Geoff Graham

Council:

- 1. Welcomes the opportunity to provide further comment on this major project that forms part of Fremantle's 'Northern Gateway', connecting two residential growth precincts and encompassing places of cultural and landscape significance.**
- 2. Notes community concerns in relation to the proposed re-alignment of Canning Highway to the foreshore in the recently announced preferred option while acknowledging the strategic benefit in connecting Canning Highway to Beach Street.**
- 3. Endorses a revised Principles and Objectives document (Attachment 2) in response to the expanded study area and scope. The Principles**



and Objectives are intended to inform design-development and options analysis of the proposed works, with particular consideration to the City's strategic planning objectives in relation to North Fremantle, the 'Northern Gateway' and the Cantonment Hill and foreshore environment. The Principles and Objectives shall be modified to ensure the project reflects the City's transport hierarchy as adopted in the 'Integrated Transport Strategy':

"5) TRANSPORT & ROAD HIERARCHY – the project should reflect the city's transport hierarchy as adopted in the Integrated Transport Strategy and be integrated with transport services and the fine grain road hierarchy that it seeks to connect. The traffic bridge and approach roads should complement the urban precincts and natural environments that they lie within and must be tempered to support the high-density residential areas either side of the river. Specifically, the transport and road hierarchy design should..."

4. Requests a briefing on the key design options explored by the Fremantle Bridge Alliance following the previous public consultation in July 2021, supported by sufficient and publicly available information to enable the City and community to understand the options analysis, including:
 - a) An assessment against the Principles and Objectives listed in Attachment 2;
 - b) 'before and after' traffic data and modelling, including what impact this might have on delivering safe, controlled pedestrian access through the project area to the foreshore;
 - c) detailed information about design levels, cross-sections and contours that clearly illustrate proposed changes to the existing landscape / topology; and,
 - d) design assumptions regarding future access including traffic movements to and from Victoria Quay
5. Requests that the Fremantle Bridge Alliance facilitate a multi-criteria assessment process involving key stakeholders and community representatives and including:
 - a) stakeholder input to the evaluation criteria and ratings; and,
 - b) consideration of the three options provided in Attachment 1.
 - c) consideration of a fourth option for the tunnel to be provided by Main Roads.

Carried: 13/0

Mayor Hannah Fitzhardinge, Cr Jenny Archibald, Cr Su Groome, Cr Geoff Graham,
Cr Ben Lawver, Cr Fedele Camarda, Cr Frank Mofflin, Cr Doug Thompson,
Cr Bryn Jones, Cr Marija Vujcic, Cr Andrew Sullivan, Cr Rachel Pemberton, Cr Adin Lang



ADDITIONAL INFORMATION 2 - Attachment 2 – FPOL2210-7

**Meeting attachments – Ordinary Meeting of Council
26 October 2022**



ATTACHMENT 2 – Principles & objectives

The following principles and objectives have been reviewed and refined, based on the original principles adopted by Fremantle City Council on 24th June 2020.

These principles and objectives are to be used to assist with analysis and assessment of the design of the Swan River Crossing project, to ensure an acceptable balance between key issues of Place, Transport, Cultural Heritage and Future Planning are achieved.

- 1) **STRATEGIC PLANNING** – Given the long design life of the proposed bridges, the project should accommodate the strategic planning objectives for the adjacent land areas, including to:
 - a) Protect the North Fremantle Town Centre as a destination node, including limiting regional traffic growth through the centre;
 - b) Connect the North Fremantle Town Centre to the river foreshore, including improving pedestrian amenity on both sides of Queen Victoria Street.
 - c) Support the planned 'Residential Quarter' in the 'Northern Gateway' vision (*Freo 2029*), including improving Queen Victoria Street as an avenue contained within an urban residential enclave;
 - d) Deliver an adaptable design to accommodate imminent land use changes to Victoria Quay, including the relocation of RORO facilities and introduction of urban development; and,
 - e) Enhance the activation of the Cantonment Hill precinct, including integrating the foreshore.
- 2) **ALIGNMENT, CONNECTIONS & PSP** – The bridge alignments have been determined and include a PSP on the west side of the traffic bridge and low-speed cycling and pedestrian facilities on the east side. Detail design should:
 - a) Further investigate the opportunity to connect the bridge PSP to an alignment that runs along the rail embankment towards the Fremantle Train Station; and
 - b) Ensure that the walkway on the east side of the bridge prioritises a safe and enjoyable pedestrian experience between two urban nodes and access to foreshores.
- 3) **BRIDGE DESIGN** – The Swan River Crossing project should demonstrate excellence in design, delivering lasting infrastructure through a multi-discipline design process that celebrates contemporary bridge design reflective of culture and place, creates a memorable but subtle gateway experience that compliments already well-defined landmarks, and a place for people that supports and enhances the urban and recreational environments that it seeks to connect.
- 4) **CULTURAL HERITAGE** - the cultural significance of all built and natural environs within the project scope to be fully assessed, valued and managed in accordance with a comprehensive, professionally prepared heritage



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assessment report, interpretation strategy and implementation plan. Items of significant value that should be included in this (but not limited to) are:

- Whadjuk significance of the place, including the Swan River and Cantonment Hill;
- The old traffic bridge;
- The limestone escarpment;
- Naval Store, former Military Cottages and Swan Hotel, including their curtilage / environs;
- The former Capstan;
- Remnants and artefacts of previous river crossings.

- 5) **TRANSPORT & ROAD HIERARCHY** – the project should be integrated with transport services and the fine grain road hierarchy that it seeks to connect. The traffic bridge and approach roads should complement the urban precincts and natural environments that they lie within and must be tempered to support the high-density residential areas either side of the river. Specifically, the transport and road hierarchy design should:
- a) Demonstrate the ability/capacity to cater for current and future demand within the constraints of the surrounding urban environment;
 - b) Have clarity of wayfinding; a positive gateway experience when approaching the city centre; and acceptable traffic flows / service levels to support this experience.
 - c) Ensure traffic can find multiple options (network permeability) as it approaches the City so that all City streets southwest of the Project Area can develop as residential neighbourhoods, i.e., not sacrificing one road to accommodate most of the traffic.
 - d) Target a traffic volume on Queen Victoria Street (southside) that allows this section of road to be developed as an urban avenue around which the proposed 'Residential Quarter' can develop, and fully explore options for eastern corridor traffic to use Beach St in lieu of Queen Victoria Street;
 - e) Be designed around a lower-speed environment appropriate to an urban environment with a maximum speed of 50k/hr, including on the bridge;
 - f) Deliver a design that integrates pedestrian and cycle movements to create 'civilised' and safe streets for all users;
 - g) Deliver safe and convenient public transport infrastructure including interchange facilities linking buses serving the different corridors. Allocate sufficient space for a rail station at the north end of Victoria Quay and the Northern Gateway.
 - h) Maintain access and permeability to the local road network, mitigating any negative impacts, and where possible, enhancing connections between local precincts and destinations.



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- 6) **PUBLIC REALM & PLACE** – In contrast to most bridges in the metropolitan area, these proposed bridges are book-ended by important pedestrian-focussed urban neighbourhoods. The streetscape on the bridge and its approaches should create safe and inviting public environments that support a high-density residential lifestyle. The design should optimise how land used for transport infrastructure is equally available for public use and urban connectivity. Specifically, detailed designs should:
- a) Increase public space in front of the former Naval Stores building to assist in activating the Cantonment Hill precinct and improve its connection with the foreshore.
 - b) Improve the pedestrian environment along Queen Victoria Street (northside) between Tydeman Road and the river, including space for trees and landscaping;
 - c) Allocate generous space for future pedestrian connectivity between Victoria Quay and the river foreshore;
 - d) Include DDA compliant universal access, especially in relation to the vertical connectivity between elevated public areas and the foreshore, including options for commercial or community facilities that aid the creation of safe, accessible and well serviced public space.
 - e) Explore options to remove the hairpin intersection between Beach Street and Queen Victoria Street, and replacing it with the extension of Burt Street through to Beach Street;
 - f) Enable the future rationalisation of the road reserve along Queen Victoria Street between James Street and the bridges to establish the urban avenue noted in 6d above; and,
 - g) Enable the future rationalisation of available land along Beach Street to establish a uniform road reserve width sufficient to accommodate a multimodal avenue while optimising the redevelopment opportunities along this edge of the 'Queen Victoria Street Residential Quarter'.



C2212-2 WALGA BEST PRACTICE GOVERNANCE REVIEW SUBMISSION

**ADDITIONAL INFORMATION 1 - WALGA Best Practice Governance Review
- Background Paper**



Best Practice Governance Review
Background Paper

Contents

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4	Governance Principles	<u>17</u>

Best Practice Governance Review

1. Background, Approach and Timeline

Background and Approach

Background and approach that led to the development of the governance principles for the Best Practice Governance Review.

Background

The Western Australian Local Government Association (WALGA) developed its Corporate Strategy 2020-25, and in doing so identified a key strategic priority, to undertake a Best Practice Governance Review. The objective of the review is to ensure WALGA's governance and engagement models are contemporary, agile, and maximise engagement with members. Other drivers for the review included:

- Misalignment between key governance documents; Constitution, Corporate Governance Charter, State Council Code of Conduct, and Standing Orders – stemming from varying amendments.
- State Council's 3 September 2021 resolution requesting amendment to the Constitution to "deal with matters related to State Councillors' Candidature for State and Federal elections".
- Proposed legislative reforms to remove WALGA from being constituted under the *Local Government Act 1995* (WA).
- Constitutional requirements for WALGA to become a registered organisation under the *Industrial Relations Act 1979* (WA), which would enable WALGA to make applications in its own right to the Western Australian Industrial Relations Commission

In March 2022 State Council commissioned the Best Practice Governance Review (BPGR) and established a Steering Committee to guide the Review.

The BPGR Steering Committee had its first meeting on 5 May 2022. There was wide-ranging discussion on WALGA's current governance model, the need to engage broadly with the membership, and opportunities for change. At the meeting, five comparator organisations were identified to be used in a governance model comparative analysis. Steering Committee meetings 2 to 5 had a focus on the development of governance model principles.

This document

This document presents the key insights from the jurisdictional and comparator organisation analysis that supported the development of the governance principles. The final section presents the endorsed governance principles.

Jurisdictional Analysis – This section compares WALGA to equivalent jurisdictional associations (e.g. LGASA). This provides key insights into the size and election processes of WALGA compared to equivalent associations.

Comparator Organisations – This section compares WALGA's governance arrangements to five comparator organisations that were agreed at the BPGR Steering Committee meeting 1. This provides key insights into the size, election processes and recent governance changes of these five comparator organisations.

Governance Model Principles – The governance model principles were developed through BPGR Steering Committee meetings 2 to 5. This provides a structure for understanding how the current governance model of WALGA and any future governance model aligns to these principles.

The following slide outlines the timeline of key events and meetings that formed part of the BPGR.



Timeline

Timeline of key events with a focus on the BPGR Steering Committee meetings throughout May to August 2022

WALGA Corporate Strategy 2020-25

In 2019, a five-year Corporate Strategy was developed and identified that a governance model was key to delivery of the strategy. 19 interviews and 2 workshops covering 20 Local and State Government leaders informed the strategy.

Stakeholder Engagement Project, GRA Partners, 2021

45 responses received from Federal and State Government and Opposition.

Commissioning of Best Practice Governance Review

In March 2022, WALGA commissioned PwC to support the BPGR Project.

First BPGR Steering Committee meeting held

On 22 May 2022, the first meeting of the BPGR Steering Committee identified five comparator organisations for the Review.

Third BPGR Steering Committee meeting held

On 28 June 2022, an options paper was reviewed.

State Council updated

On 3 August 2022, an update on the BPGR was provided to State Council.

Principles shared

In September 2022 agreement on the next steps for sharing the principles with Local Government members.

2019 Governance Review

A governance review was undertaken in 2019 that led to numerous process changes.

WALGA Stakeholder Engagement Project, Marketforce 2021

105 survey responses and 42 interviews were facilitated across 95 Local Governments.

State Council Performance Assessment, 2020

17 survey responses and comments received from State Councillors.

Second BPGR Steering Committee meeting held

On 8 June 2022, the initial draft of comparator organisations was presented and assessment criteria was identified.

Fourth BPGR Steering Committee meeting held

On 18 July 2022, core principles were decided to guide the BPGR.

Fifth BPGR Steering Committee meeting held

On 10 August 2022, core principles for the BPGR were finalised.

Best Practice Governance Review

2. Jurisdictional Analysis

Analysis: Jurisdictional equivalents to WALGA

Jurisdictional equivalents of WALGA have been analysed according to their size and election methods.

Background

Prior to the BPGR Project commencing in March 2022, work was undertaken to understand governance arrangements in other jurisdictions. The focus of this work was on associations from other Australian states, as well as New Zealand.

The full list of associations are:

- Local Government NSW (LGNSW)
- Municipal Association Victoria (MAV)
- Local Government Association of Tasmania (LGAT)
- Local Government Association of South Australia (LGASA)
- Local Government Association of Queensland (LGAQ)
- Local Government Association of Northern Territory (LGANT)
- Local Government Association of New Zealand (LGNZ)

The assessment of these associations focused on providing insights into the following domains:

- **Size of Board:** How many board members are there in comparison to the 25 WALGA board members?
- **Method of Election of President:** How is the President elected to the board?
- **Method of Election of Board Members:** How are board members elected?

Key Insights

Key insights following the comparison of WALGA to equivalent associations are outlined below:

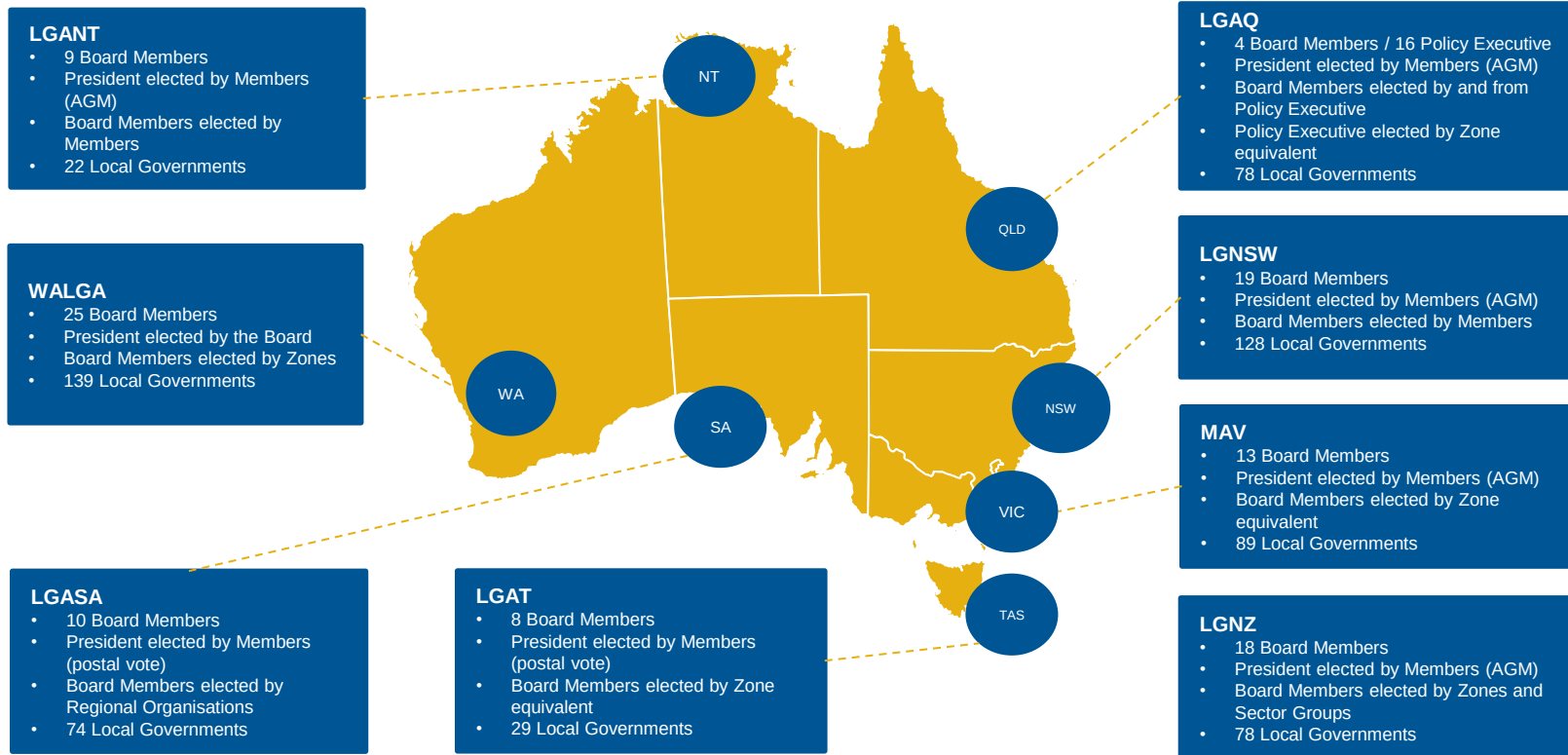
- **Size of Board** – while WALGA's board (State Council) contains the largest number of representatives, it can be seen that boards of Local Government Associations tend to be relatively large. The average board size (using Queensland's policy executive, not board) is 15.4.
- **Method of Election of President** – WALGA is an outlier: all other Presidents are elected directly by the membership. Perhaps this is a reflection of the prevalence of Council elected Mayors and Presidents in WA.
- **Method of Election of Board Members** – The majority of associations use regional groupings (equivalent to our Zones) to elect board members. The New Zealand hybrid model of electing representatives from geographic zones and sector groups (metro, provincial, rural, regional) is of interest.

The following slide presents this information for each of the seven associations.



Summary: Jurisdictional equivalents to WALGA

Summary of jurisdictional analysis of WALGA equivalents in relation to their Board membership, election methods and number of Local Governments.



Best Practice Governance Review

3. Comparator Organisations

Comparator organisations

Comparison of WALGA's governance model to the governance models of five comparator organisations.

Background

The BPGR Steering Committee had its first meeting on the 5 May 2022. There was wide-ranging discussion on WALGA's current governance model, the need to engage broadly with the membership, and opportunities for change.

At the meeting, five comparator organisations were identified to be used in a governance model comparative analysis. The organisations were selected on the basis of their similarity to WALGA as WA member-based peak industry organisations.

The selected organisations were: Australian Medical Association (AMA) WA, Chamber of Commerce and Industry (CCI) WA, Chamber of Minerals and Energy (CME), Australian Hotels Association (AHA) WA and Pharmacy Guild (PG) WA Branch.

Process

WALGA supplied a range of background documents to assist in undertaking the initial desktop comparison. This included the Constitution, Corporate Governance Charter, Corporate Strategy 2020-2025, Standing Orders, Elected Member Prospectus, Flow Chart – WALGA Zone and State Council Process, Final Report – State Councils and Zone Structure and Process Working Group.

The documentation used for the comparator organisations were typically the:

- Constitution – which serves as the instrument for establishment of the association;
- Annual reports – which contains information about an association's performance over a 12-month period; and
- Organisational website – which may outline the structure and current composition of the board, council and the leadership team of the organisations.

Interviews were successfully arranged with three of the five organisations. They were AMA WA, CCI WA and CME WA. The document analysis and interviews provided insights into the size, election methods and recent changes within these organisations.

Key insights

Key insights through the comparison of WALGA to the five comparator organisations are outlined below:

- **Size of Board** – WALGA's board (State Council) was larger than all other comparator organisation's boards.
- **Election methods** – election methods varied across the comparator organisations but many involved election through the membership.
- **Change** – three of the five organisations had recently undergone changes or reviews of their governance structures. There were a range of drivers for this change including: to increase the decision making ability of the board; to use specific working groups to focus on specific topics of interest and to increase representativeness of specific groups (e.g. Aboriginal and Torres Strait Islanders).

The following slide presents summary information on the size and election methods of the five comparator organisations. This is then followed by more detailed background into each organisation, their governance structure and any outcomes from conversations with these organisations.



Summary: Governance structure analysis

WALGA's governance structure was analysed in comparison to five comparator organisations

Organisational Comparisons	Number of Board Members	President Elected by	Board Members elected by
WA Local Government Association (WALGA)	25	The Board	Zones
Australian Medical Association (AMA)	9	AMA WA Members	Members of the Association
Chamber of Commerce and Industry WA (CCIWA)	7 to 10	The Board	- Up to 12 elected by Members - Up to 8 appointed by the Board - Up to 8 appointed by the Council
Chamber of Minerals and Energy (CME)	6 to 11	Ordinary Members	Executive Councillors
Australian Hotels Association (AHA) WA	17	The Branch Committee of Management	The Branch Committee of Management
Pharmacy Guild (PG) – WA branch	16 to 22	The Branch	Financial Members from the same region as the Branch

Note: The Council, Branch, or Board chosen from the organisations above were chosen for how appropriate their structure is as a comparison to the WALGA State Council.



Organisational Analysis: Australian Medical Association (AMA) WA

With over 5,000 members, the AMA (WA) is the largest independent professional organisation for medical practitioners and medical students in the State. Total revenue and other income for AMA nationally in 2020 was reported as \$21,928,000.

Organisational Information

The AMA (WA) Board was created in 2017 and is comprised of the President, Immediate Past President, two Vice Presidents and five members of Council who are elected to sit on the Board (9 in total).

The AMA (WA) Council consists of four office bearers (President, Immediate Past President, two Vice Presidents). Additionally, there are the Specialty Group Representatives (e.g. General practice, surgery); Practice Group Representatives (e.g. rural doctors, public hospital doctors); Ordinary Council Members; and, Co-opted Council Members. Majority of the representatives and members represent their specialty (e.g. anaesthetics) or group of representative (e.g. medical student society).

The AMA Federal Council meets quarterly and is the AMA's main policy-making body. It is a forum to identify and debate emerging issues of relevance to the membership. The Federal Council's primary role is to: Form the policy of the AMA; Propose changes to existing policy; and Elect representatives to roles and committees. There is one State and one Area nominee from WA on the Federal Council.

The Leadership team consists of seven staff. CEO, CFO, COO, General Manager Training and Recruitment, Operations Manager, General Manager Financial Services and an HR manager.

Governance Structure*

The Board comprises of approximately 9 members.

The Board may increase or decrease the number of Advisory Council members as needed. However, it currently has 4 members.

The Board focuses on governance, managing the Association's conduct and business, and ensuring conformity with the constitution.

The General Council focuses on advocacy, policy making, and representation of the association.

The Board and Council is also supported by Specialty Group Representatives, Practice Group Representatives, Ordinary Council Members, and Co-Opted Council Members.

Outcomes of Organisation Discussion

- **Governance Review:** The 2020 annual report mentions that an organisation-wide review was undertaken with the transformation in the process of being implemented until March 2020 (COVID).
- **Representation:** It is more important to restrict the number of Board members than Councillors. Board members are involved in making policy and governance decisions, requiring a greater decision-making capability; Councillors are more involved in stakeholder engagement and solving specific issues through working groups, therefore Council size has less impact to efficiency and effectiveness of the model.
- **Engagement:** The president is the spokesperson when it comes to policy issues. Councillors represent the views of Specialty Groups, Practice Groups, and the medical profession as a whole.
- **Feedback on the current model:** Board members have previously taken the role because they are passionate, but do not necessarily have the right expertise, resulting in poor governance. Board members who have leadership and governance experience have proven to be effective in the updated model. The Board would benefit from an independent audit partner and increased diversity in specialty, a simplified purpose of the Board and Council Advisory, and a reduced number of meetings each year.

**The AMA WA Constitution does not specify the number of Board or Council members. Member numbers are indicative and have been taken from the current Board & Council.*

40/48



Organisational Analysis: Chamber of Commerce and Industry (CCI) WA

CCIWA is a not-for-profit member organisation providing information, professional services and support for businesses in Western Australia, with over 2,000 WA members. Total revenue and other income for 2021 was reported as \$34,270,130.

Organisational Information

The CCIWA operates as a company limited by guarantee. This came into effect on 11 January 2019. The change in status means that CCIWA is now incorporated under the *Corporations Act 2001* (Cth) rather than the State legislation covering incorporated associations.

Based on the constitution, the number of board members can be between 9-12 (including President & Vice President). The current board has only 6 members including the President and Vice President.

There is a General Council. The constitution states that Councillors can be up to certain numbers depending on who they were elected by. The resulting effect is a council that does not have consistent numbers of members and does not need to fill all positions. This is unlike WALGA's governance model where representatives are elected by zones.

The Board is responsible for the sound governance of the organisation, whereas the General Council provides input to the organisations policy; provides advice to the Board; acts as a point of interface; elects and appoints Council Elected Directors; and passes resolutions relating to specific handling of assets and raising and borrowing funds.

Governance Structure

The Board comprises of 9 – 12 members.

The Board focuses on strategic priorities, financial performance and compliance issues.

The General Council consists of up to 28 Councillors.

The General Council focuses on developing and being spokespersons on public policy frameworks and positions.

The governance structure is supported by bespoke working groups, formed from Councillors as relevant for specific strategic and policy issues.

Outcomes of Organisation Discussion

- **Governance Review:** CCIWA conducted a review of their 2018 Constitution, resulting in changes contained in the 2021 Constitution, including: The governance model was revised to increase the decision-making capability of the board; The structure of the General Council was determined to be too generic causing low Councillor attendance. After the review, Councillors were split into bespoke working groups for specific policy issues for the upcoming 12-month period. This resulted in higher councillor attendance, than the previous governance model.
- **Representation:** In the new revision of the constitution, two new types of Councillors were included to increase representation for their respective groups. Future Leader Councillors, from members of University business schools; and First Nations Business Councillors, elected from First Nations Members.
- **Feedback on the current model:** In the current governance model, when a board member leaves, a temporary team member is appointed since board members can only be elected in general meetings.



Organisational Analysis: The Chamber of Minerals and Energy (CME) WA

CME WA is the peak resources sector representative body in Western Australia whose member companies generate 95% of all mineral and energy production and employ 80% of the sector's workforce in the State.

Organisational Information

The Corporate Governance Charter (Charter) provides guidance on the respective roles, responsibilities and authorities of members of the Executive Council (Executive Councillors) and members of the Advisory Board (Advisory Board Members) in setting the direction, management and control.

The number of Vice Presidents is determined by the Executive Council, the constitution contains no limit on the number of Vice Presidents and so the number of Vice Presidents is excluded from the diagram to the right.

Executive Councillors are elected by Ordinary Members, and there can be no less than 10.

The Role of the Advisory Board is to act as a traditional board providing strategic oversight on behalf of the Chamber. Key interface with the Executive Management Team on organisational matters, including strategy, operating accounts, governance and risk.

Governance Structure

Advisory Board comprises of 5-10 members.

The Advisory Board provides strategic oversight and acts as the key interface with the Executive Management team on strategy, operating accounts, governance and risk.

Executive Council (10+ members).

The Executive Council most senior interface to guide and prioritise the agenda of the Chamber and its respective committees and holds final decision-making authority re: annual financial reports/statements.

The governance structure is supported by committees including bespoke working groups, appointed by Executive Council as relevant for specific strategic and policy issues.

Outcomes of Organisation Discussion

- **Governance Review:** CME recently engaged in a governance review. In April 2020, CME put in place a governance charter. This codified processes and structures, clarified lines of accountability and included a director's code of conduct.
- **Representation:** Members who express an interest, get a seat at the table for the Executive Council. There are approximately 60 ordinary members with 16-20 regularly attending council meetings. This group is intended to provide a litmus check that the broader membership needs are being met.
- **Engagement:** Although the board is strongly engaged in the work and responsibilities it holds, there is the varying engagement of the executive council – this is broadly because due to the large array of issues it covers – the organisation would love to see stronger engagement in this area.
- **Feedback on the current model:** Based on the age of the organisation, the current pyramid structure works. This is successful largely due to the governance charter which provides clarity in role and structure for the organisation.



Organisational Analysis: Australian Hotels Association (WA)

The Australian Hotels Association (AHA) represents more than 5,000 members across Australia serviced by a network of branches based in every state and territory, plus a Canberra-based National Office. Total revenue and other income for AMA nationally in 2020 was reported as \$2,257,963.

Organisational Information

AHA was founded in 1892 and now represents more than 80% of the Western Australian hotel and hospitality industry.

The organisation has a branch in each state and territory, including a division in each branch known as the National Accommodation Hotels Division. The organisation and each of its branches have their own set of rules by which they are governed. However, ultimate authority is deferred to the National Board of the organisation.

All issues and opportunities are addressed by The Branch Committee of Management (The Branch). Consisting of six ordinary members, elected by members of the branch, and the president from each of the Territorial and Non-Territorial Divisions of the Branch. This includes a President, Senior Vice President, Vice President, Treasurer, Accommodation President and Country Representative. The President, Senior Vice President (SVP) and Vice President (VP) are elected by The Branch.

AHA developed a subsidiary known as 'Tourism Accommodation Australia (TAA)'. TAA publicly represents and lobbies specifically for accommodation hotels separately from the AHA's general hospitality members. However, membership to both AHA and TAA is granted to accommodation properties. There are 11 Divisional Presidents – 7 represent different Areas/Regions and 4 represent different membership groups.

Governance Structure*

Branch Committee of Management has 6 Ordinary members & the president of each Territory/Non-Territory Division (11).

Focuses on staff remuneration/conditions, branch transactions, disbursements, funds and resolves delegated Commonwealth industrial disputes.

There is no council or other governing entity to provide support to the Branch Committee of Management.

Relevance to WALGA BPGR

AHA was contacted to schedule an interview; however, there was no response following multiple requests. The following insights have been made by research on their publicly available governance information and documentation.

- **Composition:** Similar to WALGA's State Council, the AHA Governance structure only has one governing entity, The Branch Committee of Management. The number of branch members (17) is smaller than WALGA (25).
- **Responsibilities:** The AHA Branch Committee of Management is responsible for financial activities; however, the Rules document does not mention that they are responsible for activities that other comparator organisations governing entities are, such as policy creation or ensuring compliance.
- **Lack of compliance with constitution:** The Rules of the AHA WA Branch document acts as the Association's constitution. However, there are many conflicts between the governance structure in the Branch Rules document, and the governance structure depicted on AHA WA's website. For example, in the document the supreme governing body of the Branch is the Branch Committee of Management, whereas on the website it is the Executive Management team. Additionally, there is no mention of a board in the Rules document, but there is a Board of Management on the website.

**The governance structure has been taken from the Rules of the AHA WA Branch document instead of the current governance structure depicted on the website, due to conflicting information.*

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Organisational Analysis: Pharmacy Guild (WA Branch Focus)

Pharmacy Guild supports over 5,800 pharmacies across Australia. It is broken up into Territory Branches with more than 600 pharmacies as members in WA (est. 2017).

Organisational Information

The Pharmacy Guild's WA Branch's Annual Report can only be viewed by Members of the Organisation.

The Branch consists of the Branch Executive, and the Branch Committee. Where the Branch Executive consists of the Branch President, Branch Vice President(s) and the National Councillor(s). Additionally, in the Branch Executive, the position of Branch President and Vice President can also be held by a National Councillor, resulting in different numbers of Branch Executives between states.

The National council has the power to determine and direct policy, settle disputes, control the national fund, appoint an auditor and other activities relating to being the supreme governing entity.

The constitution does not specify who exactly elects the Branch President, or the Branch Vice Presidents, only that they are elected from the Branch. Whereas Branch Committee Members are elected by financial members in that region.

The Branch and the National Council shall appoint their own auditor. Resulting in potential conflicts of interest, as hypothetically the Branch and the National Council can appoint an auditor who audits in their favour.

Governance Structure*

Branch Executive consists of 2 – 6 Executive Members.

All powers and functions of the Branch Committee between meetings of the Branch Committee.

Branch Committee consists of 7 - 14 committee members (excluding the Branch executive).

Control the Branch fund, decide the agenda for and attend special meetings.

There is only one governing entity in WA for Pharmacy Guild, however the WA Branch consists of National Councillors, from the National Council which is the supreme governing body for the Pharmacy Guild. However, the Branch Committee can create subcommittees to carry out particular functions.

Relevance to WALGA BPGR

Pharmacy Guild WA was contacted to schedule an interview; however, they responded that they do not have time to discuss their governance model. The following insights have been made by research on their publicly available governance information and documentation.

- **Representation:** The interests of members are represented by the Branch Committee Members who are elected by the financial members of the same regions. Additionally, the interests of the National Council are represented in Branches by the National Councillors appointed in each Branch.
- **Composition:** The governance structure of the Branches of the Pharmacy Guild is adaptable to the needs of the Branch. Since the Branch Committee members can decide the number of Committee members needed in their branch, they can do so based on the needs of the Branch at any point in time, making the composition and size of the Branch adaptable to emerging needs. Also, the creation of additional branches and amalgamations of current branches is up to the decision of the National Council, enabling the National Council to alter the composition of the governance model nation-wide as needed. Branches can also create subcommittees as needed.

**Since the number of members in governance entities is mentioned in the Constitution, the numbers have been estimated based on the current membership as per the Guild's website.*

Best Practice Governance Review

4. Governance Principles

Development of Governance Principles

BPGR Steering Committee (SC) meetings and how they lead to the development of the proposed governance principles.

BPGR Steering Committee meetings

The BPGR Steering Committee (SC) was established by State Council to guide the review. SC Meetings 2 through to 5 acted as key inputs into the development of the Governance Model principles. The focus of SC Meetings two through to five led to the development of the governance principles.

SC Meeting 2 - On 8 June 2022, the initial draft of the comparator organisations and their governance structures was presented. The SC identified four assessment criteria for the purposes of assessing potential governance models. The assessment criteria were: (1) representation, (2) efficiency, (3) contemporary, and (4) sustainable. An Options Paper was then developed, using the assessment criteria against two governance model options.

SC Meeting 3 - On 28 June 2022, a discussion of the DRAFT Options Paper took place. The SC decided that a workshop was required to take a step back and develop the core governance principles (rather than assessment criteria) that needed to underpin any future governance model for WALGA.

SC Meeting 4 - On 18 July 2022, the SC discussed the principles and identified four principles that should guide WALGA's governance. They were Representative, Responsive, Results Oriented and Renewal. Renewal was the principle that some SC members deemed as optional and is not included as a separate principle. Some elements of renewal are incorporated into the other three principles.

SC Meeting 5 - On 10 August 2022, the SC discussed and finalised the proposed principles. Discussion focused on the principle components and their likely governance implications. Several activities also occurred around this SC meeting. This include an update to State Council at the Information Forum on 3 August 2022, finalisation of principles on 17 August 2022 to inform AGM Item and finalisation of Agenda Item for 2022 AGM, including approval by State Council.

Key outcomes

The SC agreed on the proposed governance model principles, their component parts and the implications of these principles. Specifically:

- **Principle definition** – the definition of each of the three principles.
- **Principle component** – the key component parts of each principle.
- **Principle component description** – a description of each principle component.
- **Governance implications** – the governance implications of each of the principle components.

The following slide presents the principles, their components and a description and their governance implications.

Endorsed Governance Principles

The principles for assessing WALGA's governance model options and governance implications

	Principle	Principle component	Component description	Governance implications
Representative	WALGA unites and represents the entire local government sector in WA and understands the diverse nature and needs of members, regional communities and economies.	Composition	The composition of WALGA's governance model represents Local Government members from metropolitan and country councils.	The governing body will maintain equal country and metropolitan local government representation.
		Size	An appropriate number of members/representatives oversees WALGA's governance.	Potential reduction in the size of the overarching governing body.
		Diversity	WALGA's governance reflects the diversity and experience of its Local Government members.	Potential for the introduction of a mechanism to ensure the governance model comprises an appropriate diversity of skills and experience.
		Election Process	Considers the processes by which WALGA's governance positions are elected and appointed.	Consideration of alternative election and appointment arrangements, with the President to be elected by and from the governing body.
Responsive	WALGA is an agile association which acts quickly to respond to the needs of Local Government members and stakeholders.	Timely Decision Making	WALGA's governance supports timely decision making.	WALGA's governance model facilitates responsive decision making.
		Engaged Decision Making	WALGA's Local Government members are engaged in decision making processes.	WALGA's governance model facilitates clear and accessible processes for Local Government members to influence policy and advocacy with consideration to alternatives to the existing zone structure.
		Agility	Considers the flexibility of WALGA's governance to adapt to changing circumstances.	WALGA's governance model is agile and future proofed for external changes.
Results Oriented	WALGA dedicates resources and efforts to secure the best outcomes for Local Government members and supports the delivery of high-quality projects, programs and services.	Focus	Considers the clarity and separation of responsibilities and accountabilities of WALGA's governance.	Governance bodies have clearly defined responsibilities and accountabilities, with the capacity to prioritise and focus on strategic issues.
		Value Added Decision Making	Facilitates opportunities for value to be added to decision making.	Adoption of best practice board processes, and introduction of governance structures that are empowered to inform decisions.
		Continuous Improvement	Considers regular review processes for components of the governance model, their purpose and achieved outcomes.	WALGA's governance is regularly reviewed every 3 to 5 years to ensure the best outcomes are achieved for Local Government members.

Thank you

For more information, visit our [website](#) or contact Tim Lane, Manager Association and Corporate Governance, at tlane@walga.asn.au or 9213 2029.