



Gascoyne Country Zone

Minutes

10:00am

Friday, 19 February 2021

Gascoyne Country Zone

Meeting held in person at the Shire of Carnarvon

Council Chambers

Commenced at 10:00am, Friday, 19 February 2021

Minutes

ATTENDEES

Shire of Carnarvon	President Eddie Smith Gary Martin – Acting Chief Executive Officer
Shire of Exmouth	President Cr Matthew Niikkula – via video Cameron Woods – Chief Executive Officer - via video
Shire of Upper Gascoyne	President Cr Don Hammarquist OAM John McCleary – Chief Executive Officer
Shire of Shark Bay	President Cr Cheryl Cowell – Chair Paul Anderson – Chief Executive Officer Brian Galvin – Works Manager
WALGA	Mayor Tracey Roberts, President Mark Bondiotti – Policy Manager Transport and Roads

GUESTS

Department of Local Government, Sport and Cultural Industries	Benita Donda – Regional Officer
Gascoyne Development Commission	Simmone Van Buerle
City of Perth	Emma Landers - Alliance Manager Community Services – via video
Roadwise	Samantha Adams – via video

GUEST SPEAKER

Olivia Birkett, A/CEO, Tennis West – via video

APOLOGIES

Regional Development Australia – Mark Holdsworth
Mid West Gascoyne

Gascoyne Development Commission Tym Duncanson

Attachments

The following were provided as attachments to the agenda:

1. Previous Meeting Minutes – 26 November 2020 Meeting
2. President's Report

1. DECLARATION OF INTEREST

Pursuant to our Code of Conduct, Councillors must declare to the Chairman any potential conflict of interest they have in a matter before the Zone as soon as they become aware of it. Councillors and deputies may be directly or indirectly associated with some recommendations of the Zone and State Council. If you are affected by these recommendations, please excuse yourself from the meeting and do not participate in deliberations.

Cr Cheryl Cowell declared an impartiality interest as an employee of the Department of Biodiversity, Conservation and Attractions in relation to item 5.3.

2. ANNOUNCEMENTS

Welcome to WALGA President, Mayor Tracey Roberts and introduction of Samantha Adams who is the new WALGA Roadwise representative for the region.

3. DEPUTATIONS

3.1 Function of the Lord Mayor's Distress Relief Fund

Ms Emma Landers provided a brief on the function of the Lord Mayor's Distress Relief Fund to the Zone.

3.2 Tennis West

Olivia Birkett presented to the Zone on Thriving Tennis Communities.

4. CONFIRMATION OF MINUTES

4.1 Minutes of the 26 November 2020 Meeting of the Gascoyne Country Zone

RESOLUTION

Moved: President Eddie Smith
Seconded: President Cr Don Hammarquist OAM

That the Minutes of the meeting of the Gascoyne Country Zone held on 26 November 2020 be confirmed as a true and accurate record of the proceedings.

CARRIED

4.2 Business Arising

Nil

5. ZONE BUSINESS

5.1 Solar Eclipse 2023

Shire of Exmouth

Standing Item on the agenda relating to planning for the 2023 Solar Eclipse.

Noted

5.2 Proposed Review of the Road Asset Preservation Model (APM)

By Ian Duncan, Executive Manager Infrastructure WALGA

Recommendation

That the Zone:

- Provide feedback to the WALGA Infrastructure Policy Team regarding a preferred advocacy approach to any review of the Road Asset Preservation Model (APM).

Executive Summary

- A Zone Council recommendation to review the Road Asset Preservation Model (APM) was referred to the Infrastructure Policy Team in December 2020. The Policy Team resolved to seek views from Zones before recommending the development of a formal State Council agenda paper.
- This paper sets out options to guide the development of a Zone resolution.
- The Asset Preservation Model was developed as a Commonwealth requirement for the distribution of Commonwealth Government road grants among Local Governments in an efficient and equitable manner, taking account of local asset preservation needs and costs. It is currently used to distribute a range of Federal and State Government grant funding allocations.
- Despite being used to allocate large sums of public funding, operation of the APM is not well understood within the Local Government sector.
- The APM is not readily accessible to Local Governments. Limited documentation and complexity means that more open access alone would not be helpful in achieving strong understanding of the processes that underpin the output.
- Complexity of the APM makes it difficult to predict the effects on funding allocations of changes to the model or input parameters.
- This paper proposes five options that could be considered to address this issue, for WALGA to advocate to the Grants Commission.
- The options are not mutually exclusive, and some could be combined as a staged approach.
- The five options are:
 1. Re-format and re-label the model, to improve its legibility for all users and make it available to the Local Government sector in a form that would enable stakeholders to understand it.
 2. Review the parameters within the model, in order to increase the accuracy of road maintenance costs within the model.
 3. Advocate to the Grants Commission to undertake a review of the cost regions and minimum standards to ensure that these appropriately reflect the costs faced by Local Government and the current development of the road network

4. Advocate to the Grants Commission to undertake an appropriately-resourced process to review and rebuild the road Asset Preservation Model. This new model should be as simple as possible while still delivering an equitable distribution of funding among Local Governments. Its variables and assumptions should be easily indefinable to model users, being clearly labelled and documented.
5. Accept the status quo with no further action

Background

A Zone Council recommendation to review the APM was referred to the Infrastructure Policy Team in December 2020. The Team resolved to seek feedback from the Zones as the matter had not been widely identified as an issue of concern.

The Asset Preservation Model was developed by Main Roads WA and Local Government representatives, to distribute the untied roads component of the Commonwealth Financial Assistance Grants between Local Governments.

The WA Local Government Grants Commission took over responsibility for distributing the identified Commonwealth road funds and undertook a comprehensive review of the Asset Preservation Model and modified and refined it. Application of the APM has since been broadened and it is now used to determine the distribution between Local Governments of a range of state and federal funding.

To assist Local Governments make decisions regarding preferred approaches to the use and development of the Asset Preservation Model a manual has been developed by WALGA describing the APM and how it functions. The manual can be viewed [here](#).

Problem Statement

The Road Asset Preservation Model is used to allocate large sums of funding. Despite the importance of the model, it is not widely understood, due to its complexity and limited documentation. This results in a lack of transparency, risk of corporate memory loss, the risk of unfair or otherwise inappropriate allocations of funding, and the reputational risk due to funds distribution not being fully explainable and region allocations being subject to question.

Options

There are five options identified in the text below, and the table on the final page of this paper. Note that the options are not mutually exclusive and all or some of them could be recommended to be implemented in phased approach.

1. Advocate to the Grants Commission to re-format and re-label the APM, to improve its legibility for all users. A detailed record should also be made of the model's parameters, and the process that was used for determining their values.
2. Advocate to the Grants Commission for a review of the various parameters contained within the APM, such as the array of annual maintenance costs for different asset types, road reconstruction frequencies and the components of reconstruction costs. This option would increase the accuracy of road maintenance costs within the model, although would not address the underlying problems of excessive complexity and a lack of transparency and predictability.
3. Advocate to the Grants Commission to undertake a review of the cost regions and minimum standards to ensure that these appropriately reflect the costs faced by Local Government and the current development of the road network.

4. Advocate to the Grants Commission to undertake an appropriately-resourced process to review and rebuild the APM. This new model should be as simple as possible while still delivering an equitable distribution of funding among Local Governments. Its variables and assumptions should be easily indefinable to model users, being clearly labelled and documented.
5. Retain Status quo.

It should be noted that these are all advocacy positions. The Road Asset Preservation Model is controlled by the WA Local Government Grants Commission and any decisions regarding development of the model or use of a different approach would be made by the Commission. It must be noted that if Options 2, 3 or 4 are implemented, there is a risk of some Local Governments receiving a lower grant allocation. This risk may be mitigated by advocating for increased funding from the State or Federal Governments, although there is no guarantee that such funding would be forthcoming.

The current membership of the WA Local Government Grants Commission is:

- Chairperson — Hon Cr Fred Riebeling AM JP
- Deputy Chairperson — Mr Luke Stevens, Legal Counsel, DLGSC
- Metropolitan Member — Cr Deb Hamblin, Deputy Mayor, City of Rockingham
- Country Urban Member — Dr Wendy Giles, Councillor, City of Bunbury
- Country Rural Member — Cr Ian West, Shire of Irwin
- Deputy to the Deputy Chairperson — Ms Darrelle Merritt, A/Director - Strategic Initiatives, DLGSC
- Deputy Metropolitan Member — Vacant
- Deputy Country Urban Member — Cr Deborah Botica, City of Kalgoorlie-Boulder
- Deputy Country Rural Member — Cr Moira Girando, President, Shire of Coorow

Analysis of the Options

The options have varying levels of cost, effort and risk attached to them.

Changes to the APM would affect the funding allocation between Local Governments in ways that are difficult to predict, due to the complexity of the model. The total available funding is fixed, so an increase in one Local Government's funding would necessarily reduce the level of funding available to others, unless additional funding can be secured.

There are also risks associated with no change being made to the APM. The model's complexity and incomplete documentation and labelling creates a risk of corporate memory loss. There is also a reputational risk associated with large sums of money being allocated based on a model that is not well understood by the Local Government sector.

Comparatively simple and lower-cost changes can be made to the APM, under Options 1, 2 and 3. These options would address some of the concerns raised here, but do not address the underlying problems noted above.

Next Steps

Resolutions made by the Zones will guide the development of an agenda item for the next meeting of State Council, to provide WALGA with direction on the sector's preference for its advocacy position regarding the Road Asset Preservation Model.

	Option 1	Option 2	Option 3	Option 4	Option 5
	Reformat and label	Review model cost parameters	Review cost regions/ min. standards	Full model review and rebuild	Status quo
Advantages	<p>Improves operation of existing model.</p> <p>Helps retain corporate memory.</p> <p>Improves transparency.</p> <p>Low risk and cost, in the short term.</p>	<p>Improves link between funding allocation and road maintenance costs.</p>	<p>Addresses concerns about inappropriate groupings of Local Governments.</p>	<p>Opportunity to review the model objectives.</p> <p>Improvement in transparency.</p> <p>Opportunity to incorporate contemporary modelling and user functionality.</p>	<p>Avoids conflict between Local Governments over funds distribution.</p> <p>Lowest short-term risk.</p> <p>No direct cost.</p>
Disadvantages	<p>Does not address:</p> <ul style="list-style-type: none"> questionable parameter values. complexity and transparency. 	<p>May require some additional resourcing.</p> <p>Does not address complexity and transparency.</p> <p>Possible reduction in funding for some LGs.</p>	<p>May require some additional resourcing.</p> <p>Does not address complexity and transparency.</p> <p>Likely reduction in funding for some LGs.</p>	<p>If no material impact on funds distribution, the rationale for the exercise may be questionable.</p> <p>Would require additional resourcing.</p>	<p>Does not address:</p> <ul style="list-style-type: none"> questionable parameter values. complexity and transparency corporate memory issues.
Risks / Dependencies	<p>Reputational risk, due to funds distribution not being fully explainable.</p>	<p>Reputational risk, due to funds distribution not being fully explainable.</p>	<p>Reputational risk, due to funds distribution not being fully explainable.</p> <p>Continued risk of corporate memory loss.</p>	<p>Difficult to predict the distribution of funds.</p> <p>A review may trigger disagreement between Local Governments over the distribution of funds.</p> <p>The Grants Commission may not agree to implement.</p>	<p>Reputational risk, due to funds distribution not being fully explainable and regional allocations being subject to question.</p> <p>Continued risk of corporate memory loss.</p>

Effort / Cost	Low-medium	High	Medium	Very high	None
Notes		Assumes Option 1 also undertaken: reformat and labelling.		Mutually exclusive of the other options or as an aspirational addition.	Mutually exclusive of the other five options.

RESOLUTION

Moved: **President Eddie Smith**
 Secoded: **President Cr Matthew Niikkula**

That the Gascoyne Country Zone recommend the implementation of options 1 to 4 sequentially with report back at the conclusion of each phase for direction to proceed further.

CARRIED

5.3 Zone Status Report – February 2021

Zone	Agenda Item	Zone Resolution	WALGA Response	Update	WALGA Contact
Gascoyne C	27 November 2020 Zone Agenda Item 3.1 Asset Preservation Model	<p>1. WALGA write to the Grants Commission recommending that they resolve the various labelling, formatting, documentation and other legibility issues.</p> <p>2. WALGA seek direction from the Infrastructure Policy Team to advocate to the Grants Commission for change to the Asset Preservation Model.</p> <p>3. In the longer term, the Asset Preservation Model could be reviewed and rebuilt, with model using a much simpler method of estimating road maintenance need.</p>	The Infrastructure Policy Team considered this resolution on 2 December. Noting the very significant implications for road funding distribution the resolution directed that WALGA prepare an item for consideration by the Zones in February 2021 seeking feedback regarding whether a review of the road asset preservation model is appropriate and if so identify the areas for focus.	February 2021	Ian Duncan Executive Manager Infrastructure iduncan@walga.asn.au 9213 2031

Gascoyne C	2019 September 5 Zone Agenda Item 5.1 Restricted Access Vehicle Operating Condition	That the Gascoyne Zone request WALGA to establish a Working Group relating to the Restricted Access Vehicle Operating Condition issue as soon as possible, to allow the Working Group to develop possible options prior to meeting with Main Roads.	The RAV Access working group met by teleconference in early December 2019. Based on the resolution of this meeting a letter detailing Local Government expectations was sent to Main Roads WA. The Association discussed this matter with Main Roads WA in November 2020. They are engaging with the State Solicitors Office prior to a proposed consultation with Local Government concerning a proposed approach.	Ongoing	Ian Duncan Executive Manager Infrastructure iduncan@walga.asn.au 9213 2031
Gascoyne C	2019 March 22 Zone Agenda Item 5.2 Restricted Access Vehicle Operating Condition	That the Gascoyne Zone request WALGA to: 1. Advocate for thorough consultation with the Local Government sector regarding alternative approaches to the CA07 operating condition; and, 2. Establish a Working Group consisting of representatives from MRWA, WALGA, LGIS, DoT and the Local Government sector incorporating at least one member from each affected WALGA Zone to consider alternative approaches.	The RAV Access working group met by teleconference in early December. Based on the resolution of this meeting a letter detailing Local Government expectations was sent to Main Roads WA. The Association discussed this matter with Main Roads WA in November 2020. They are engaging with the State Solicitors Office prior to a proposed consultation with Local Government concerning a proposed approach.	Ongoing	Ian Duncan Executive Manager Infrastructure iduncan@walga.asn.au 9213 2031
Gascoyne C	2020 February 28 Zone Agenda Item 5.2 Ningaloo Coast Regional Strategy	That WALGA advocate for the DBCA to undertake economic impact studies on state management plans.	In response to correspondence and discussions with WALGA, correspondence from the Director General of DBCA has been received. This correspondence underpins a specific agenda item for the zone to consider the DBCA response and determine next steps. Awaiting further consideration of the DBCA correspondence by the zone. Ongoing.	Ongoing	Narelle Cant Executive Manager, Strategy, Policy and Planning ncant@walga.asn.au 9213 2078
Gascoyne C	2019 September 5 Zone Agenda Item 5.1 Nyinggulu (Ningaloo) Coastal Reserves Draft Joint Management Plan	That the Gascoyne Zone request WALGA to follow up on the Ningaloo Coast Regional Strategy Carnarvon to Exmouth – Nyinggulu (Ningaloo) Coastal Reserves, Draft Joint Management Plan seeking a response before the November meeting.	WALGA has commenced discussions with the Shire, the Department of Biodiversity Conservation and Attractions and the Gascoyne Development Commission on the development of the Regional Strategy, and the concerns raised by the Shire of Exmouth. Ongoing.	Ongoing	Narelle Cant Executive Manager, Strategy, Policy and Planning ncant@walga.asn.au 9213 2078
Gascoyne C	2019 June 20 Zone Agenda Item 5.1 Regional Strategy Carnarvon to Exmouth – Nyinggulu (Ningaloo)	That the Gascoyne Zone: 1. Request WALGA continue to advocate to the State Government that an independent economic assessment of Wilderness Camping in the Shire of Exmouth and the broader	WALGA has commenced discussions with the Shire, the Department of Biodiversity Conservation and Attractions and the Gascoyne Development Commission on the development of the Regional Strategy, and the concerns raised by the Shire of Exmouth.	Ongoing	Narelle Cant Executive Manager, Strategy, Policy and Planning ncant@walga.asn.au 9213 2078

	Coastal Reserves, Draft Joint Management Plan	Gascoyne Region be undertaken prior to any decisions being made; and, 2. Note that the Shire of Exmouth will draft a statement to be sent to Gascoyne Local Government Chief Executive Officers outlining concerns with the current proposal.	Ongoing.		
Gascoyne C	2019 March 22 Zone Agenda Item 5.4 Ningaloo Coast Regional Strategy Carnarvon to Exmouth – Nyinggulu (Ningaloo) Coastal Reserves, Draft Joint Management Plan.	That the Gascoyne Zone requests WALGA to advocate to the State Government to undertake an independent economic assessment of Wilderness Camping in the Shire of Exmouth and the broader Gascoyne Region.	WALGA has commenced discussions with the Shire, the Department of Biodiversity Conservation and Attractions and the Gascoyne Development Commission on the development of the Regional Strategy, and the concerns raised by the Shire of Exmouth. Ongoing.	Ongoing	Narelle Cant Executive Manager, Strategy, Policy and Planning ncant@walga.asn.au 9213 2078

Noted

5.4 Issues with the DRFAWA Claims and Approvals Process

By Shire of Upper Gascoyne

1. Recoup of funding has slipped from 30 days to 90 days;
2. The approvals process is complex and slow because it includes Consultants, Main Roads and DFES.

RESOLUTION

Moved: President Cr Cheryl Cowell
Seconded: President Cr Matthew Niikkula

That the Gascoyne Country Zone recommend WALGA request DFES to form a working group of participants from affected Shires to review the current process and report back on outcomes and solutions.

CARRIED

6. STATE COUNCIL AGENDA – MATTERS FOR DECISION

(Zone delegates to consider the Matters for Decision contained in the WA Local Government Association State Council Agenda and put forward resolutions to Zone Representatives on State Council)

The full State Council Agenda can be found via link: [3 March State Council Agenda](#)

The Zone is able to provide comment or submit an alternative recommendation that is then presented to the State Council for consideration.

Matters for Decision

5.1 External Oversight and Intervention – Authorised Inquiries and Show Cause Notices

That WALGA:

1. Continues to advocate for the State Government to ensure that there is proper resourcing of the Department of Local Government, Sport and Cultural Industries to conduct timely inquiries and interventions when instigated under the provisions of the Local Government Act 1995; and
2. Requests the Minister for Local Government to:
 - a. Engage with affected Local Governments in order to attempt to resolve identified issues, improve performance and achieve good governance before considering an intervention under Part 8 of the Local Government Act 1995;
 - b. Provide written reasons prior to issuing any Show Cause Notices;
 - c. Require regular progress reports to be provided to any Local Government that is the subject of any Authorised Inquiry; and
 - d. Require that any Authorised Inquiry be conducted within a specified timeframe that may be extended with the approval of the Minister.

5.2 Cost of Revaluations

That WALGA advocate to the State Government for the equal distribution of valuation costs for properties where the Water Corporation, the Department of Fire and Emergency Services and the Local Government require the valuation.

5.3 Eligibility of Slip On Fire Fighting Units for Local Government Grants Scheme Funding

That WALGA:

1. Supports the inclusion of capital costs of Slip On Fire Fighting Units including for Farmer Response Brigades (for use on private motor vehicles) on the Eligible List of the Local Governments Grants Scheme (LGGS).
2. Requests the Local Government Grants Scheme Working Group to include this matter on the Agenda of their next Meeting (expected March 2021).
3. Requests WALGA to work with the Local Government Grants Scheme Working Group to develop appropriate operational guidelines and procedures for the safe use of Slip On Fire Fighting Units funded in accordance with the LGGS.
4. Supports the update of the WALGA membership of the Local Government Grants Scheme Working Group to include one Local Government Elected Member and one Local Government Officer, with these appointments determined through the WALGA Selection Committee process.

Matters for Noting

- 6.1 Local Government Car Parking Guideline – Western Australia
- 6.2 Submission – Draft Local Government Regulations Amendment (Employee Code of Conduct) Regulations 2020
- 6.3 Submission – Proposed Reportable Conduct Scheme for Western Australia
- 6.4 Submission – Draft State Planning Policy 4.2: Activity Centre
- 6.5 Submission – Registration of Builders (and Related Occupations) Reforms
- 6.6 Report Municipal Waste Advisory Council (MWAC)

RESOLUTION

Moved: President Cr Cheryl Cowell
Seconded: President Cr Don Hammarquist

That the Gascoyne Country Zone

1. **Supports all Matters for Decision as listed above in the 3 March 2021 State Council Agenda; and**
2. **Notes all Matters for Noting and Organisational Reports as listed in the 3 March 2021 State Council Agenda.**

CARRIED

7. EXECUTIVE REPORTS

7.1 State Councillor's Report to the Zone

Cr Cheryl Cowell provided an update on the previous State Council meeting.

Noted

7.2 President's Report to the Zone

Mayor Tracey Roberts, presented her report to the Zone.

Noted

7.3 Gascoyne Development Commission

Simonne Van Buerle provided an update to the Zone.

Noted

7.4 Department of Local Government, Sport and Cultural Industries

Benita Donda provided updates to the Zone. Please also see link below:

[DLGSC Zone Update Feb 2021](#)

Noted

8. OTHER BUSINESS

8.1 Rainfall Monitoring

Delegates discussed the density of automatic rainfall monitoring sites in the Gascoyne regions.

RESOLUTION

Moved: President Cr Don Hammarquist OAM
Seconded: President Eddie Smith

That the Gascoyne Country Zone recommend that WALGA advocate to the Bureau of Meteorology to increase the density of automatic rain gauges towards a 50km grid coverage.

CARRIED

8.2 Thank you – CEO Exmouth

President Cr Matthew Niikkula advised that this would be the last meeting for Cameron Woods – Chief Executive Officer Shire of Exmouth and thanked him for his input into the Zone meetings.

Noted

9. DATE, TIME AND PLACE OF NEXT MEETING

Next meeting: 10:00am, Friday 23 April, via teleconference/MS Teams.

10. CLOSURE

There being no further business the Chair declared the meeting closed at 12.10pm.