

# **Representation Options Paper**

for the

**City of Norwood Payneham & St Peters**

**November 2016**

***Representation Options Paper  
released for public consultation***

***Invitation for public comment by  
20 January 2017***

**Prepared by**

**Terry Bruun  
Principal Consultant  
Sustainable Outcomes**



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## **1. Introduction**

Councils in South Australia are required to undertake reviews of their elector representation arrangements in accordance with a schedule gazetted by the Minister for Local Government. The City of Norwood Payneham & St Peters is scheduled to commence its review (referred to as the Representation Review) this year with completion due in April 2017.

### **1.1 Legislative requirements**

Section 12 of the Local Government Act (the Act) details the requirements for undertaking a Representation Review. A copy of Section 12 is included as Attachment A for information.

### **1.2 Matters to be considered**

The Representation Review is required to address issues around the composition of the Council and the advantages and disadvantages of various options. The matters to be considered are:

- How should the Principal Member of Council be chosen – election by all electors or appointed by Council?
- What is the appropriate number of Elected Members to ensure fair and adequate representation?
- Should the Council area be divided into wards and how should Councillors be elected?
- Is there a need to change ward boundaries and/or ward names?

### **1.3 The Representation Review process**

In summary the Council is required to undertake the following steps:

- (1) Arrange for the preparation of a Representation Options Paper - see section 1.4
- (2) Release the Representation Options Paper for public consultation (a minimum period of six (6) weeks) - see section 1.5
- (3) Review the results of the public consultation and prepare a Representation Review Report which presents Council's preferred representation arrangements (with supporting arguments)
- (4) Release the Representation Review Report for public consultation (a minimum period of three (3) weeks)
- (5) Review the results of the public consultation and provide the opportunity for people to present their views to Council

- (6) Adopt a representation structure based on the results of the consultation and prepare a final Representation Review Report
- (7) Submit the final Representation Review Report to the Electoral Commissioner of South Australia to obtain a certificate of compliance
- (8) Subject to receiving the certificate of compliance, place a notice in the Government Gazette for the operation of the new arrangements.

Any changes as a result of the Representation Review will take effect for the next Local Government periodic election to be held in November 2018 subject to all conditions being satisfied.

## **1.4 Representation Options Paper**

The Council has appointed Terry Bruun, Principal Consultant, Sustainable Outcomes in accordance with Section 12(5) of the Act to prepare the Representation Options Paper.

The Paper has been prepared in accordance with all legislative requirements and generally follows the framework included in the Electoral Commission SA's publication *Undertaking an Elector Representation Review: Guidelines for Councils*.

## **1.5 Public consultation program**

At its meeting held on 7 November 2016, the Council adopted the Representation Options Paper for the purpose of conducting public consultation. The Options Paper is available for comment from **16 November 2016 to Friday 20 January 2017**.

The consultation arrangements were publicised in the following newspapers:

- The Advertiser;
- East Torrens Messenger Newspaper; and
- Eastern Courier Messenger Newspaper.

Details of the consultation arrangements were also publicised on the Council's website: [npsp.sa.gov.au](http://npsp.sa.gov.au)

Copies of the Representation Options Paper are available from the Council's website, the Council's Customer Service Centre and the Libraries.

A public information session will be held on:

Wednesday 23 November 2016 commencing at 7.00 pm  
Mayor's Parlour  
Norwood Town Hall  
(enter off George Street)

Interested parties are invited to address their comments to:

Elector Representation Review  
City of Norwood Payneham & St Peters

Via:

- Post: PO Box 204, Kent Town SA 5071
- Email: [townhall@npsp.sa.gov.au](mailto:townhall@npsp.sa.gov.au)
- In person: Customer Service Centre, Norwood Town Hall,  
175 The Parade, Norwood

In addition a Representation Review Community Feedback Form is available from the Council's website or the Customer Service Centre.

## **2. Council Profile**

The City of Norwood Payneham & St Peters was formed by the amalgamation of the former cities of Kensington and Norwood, Payneham and the Town of St Peters in November 1997.

The City of Norwood Payneham & St Peters covers an area of 15.1 km<sup>2</sup> with a resident population of more than 36,600 people across 21 suburbs.

There are over 3,000 small to medium businesses which are generally concentrated in a number of precincts throughout the City. Major retail precincts include The Parade, Magill Road, Payneham Road and the Glynde Corner, with district-level shopping centres located at The Avenues, Firle and Marden. The City also features professional, manufacturing and light industry business precincts and contains more than 6,000 home-based businesses, all significant contributors to both the state and local economy.

The City has a significant number of natural assets including four creeks and more than 180 hectares of open space, encompassing 69 parks and reserves.

The City contains many excellent examples of South Australia's residential and commercial built heritage from the Victorian era and beyond. This built heritage features 73 state and 667 local heritage places, as well as nearly 1,500 contributory items across the City.

### 3. Current Representation Structure

The outcomes from the two (2) previous Representation Reviews are presented in Table 1 below. Following the review conducted in 2008/09, the number of Wards was reduced from 7 to 6, and the number of Elected Members was reduced from 16 to 14. This is the Council structure currently in place.

**Table1:** Outcomes from the two previous Representation Reviews

Effective from	Number of Wards	Number of Ward Councillors	Number of Elected Members (Mayor & Councillors)
2002	7	15	16
2009	6	13	14

The Council currently comprises an elected Mayor and 13 Ward Councillors elected across 6 Wards as presented in Table 2.

**Table 2:** Number of Councillors by Ward

Ward	Number of Councillors
St Peters	2
Torrens	2
Payneham	2
Maylands/Trinity	3
West Norwood/Kent Town	2
Kensington	2
Total	13

The current Ward boundaries are displayed in Map A.

The Elected Members represent the electors of the City. As at August 2016, there were 25,380 electors on the Council's Voters Roll. The Roll is a combination of:

- (1) The State House of Assembly Roll. Electors on the State House of Assembly Roll are automatically on the Council Voters Roll for the Council area in which the enrolled address is located.
- (2) The Council's Supplementary Roll. To be eligible to be on the Council's Supplementary Roll a person needs to be a landlord, organisation, business owner or occupier, or resident non-Australian citizen in the Council area, and application for enrolment must be made from January 1 of every election year.

Table 2 below sets out the composition of the elector numbers for Council's Voters Roll.

**Table 2:** Number of Electors on Council's Voters Roll

Ward	Number of Electors as at August 2016		
	House of Assembly Roll	Council's Supplementary Roll	Total
St Peters	4,310	9	4,319
Torrens	3,962	16	3,978
Payneham	3,789	8	3,797
Maylands/Trinity	5,941	25	5,966
West Norwood/Kent Town	3,545	27	3,572
Kensington	3,679	69	3,748
Total	25,226	154	25,380

Source: Electoral Commission SA

It is a requirement under the Act (refer Section 33(2)) that the average number of electors represented by a Councillor within all of the current Wards is within the specified 10% quota. Table 3 highlights that the St Peters Ward varies from the quota by +10.6% and therefore there is a need to change the boundary for the St Peters Ward as part of this Review.

**Table 3:** Representation information

Ward	Number of Councillors	August 2016		
		Number of electors #	Number of electors per Councillor	Variation from quota
St Peters	2	4,319	2,160	+10.6%
Torrens	2	3,978	1,989	+1.9%
Payneham	2	3,797	1,899	-2.8%
Maylands/Trinity	3	5,966	1,989	+1.9%
West Norwood/Kent Town	2	3,572	1,786	-8.5%
Kensington	2	3,748	1,874	-4.0%
	13	25,380	<b>1,952 (Quota)</b>	-

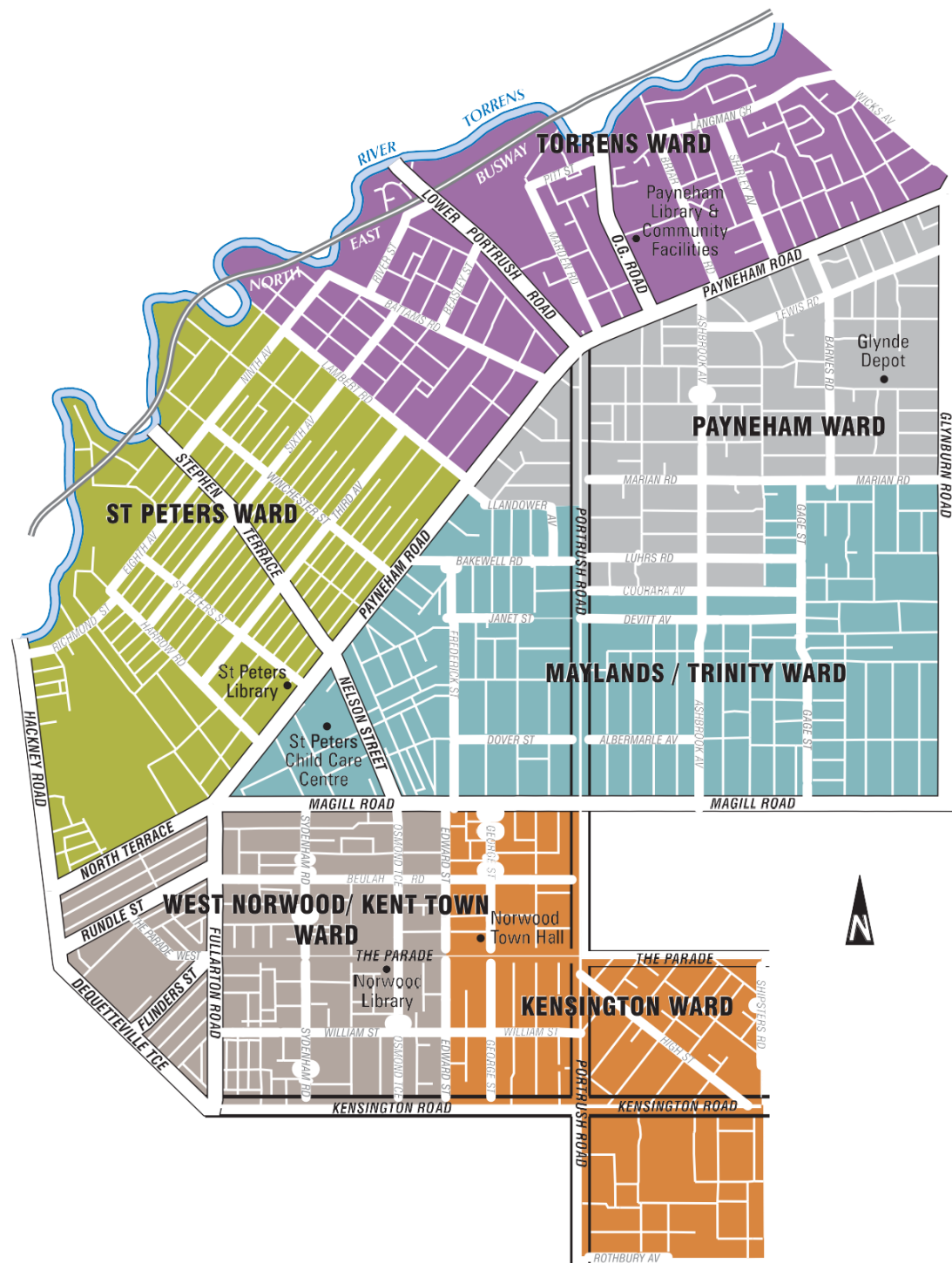
# House of Assembly Roll plus Council's Supplementary Roll

Source: Electoral Commission SA

The details in Table 3 are represented in Map B.

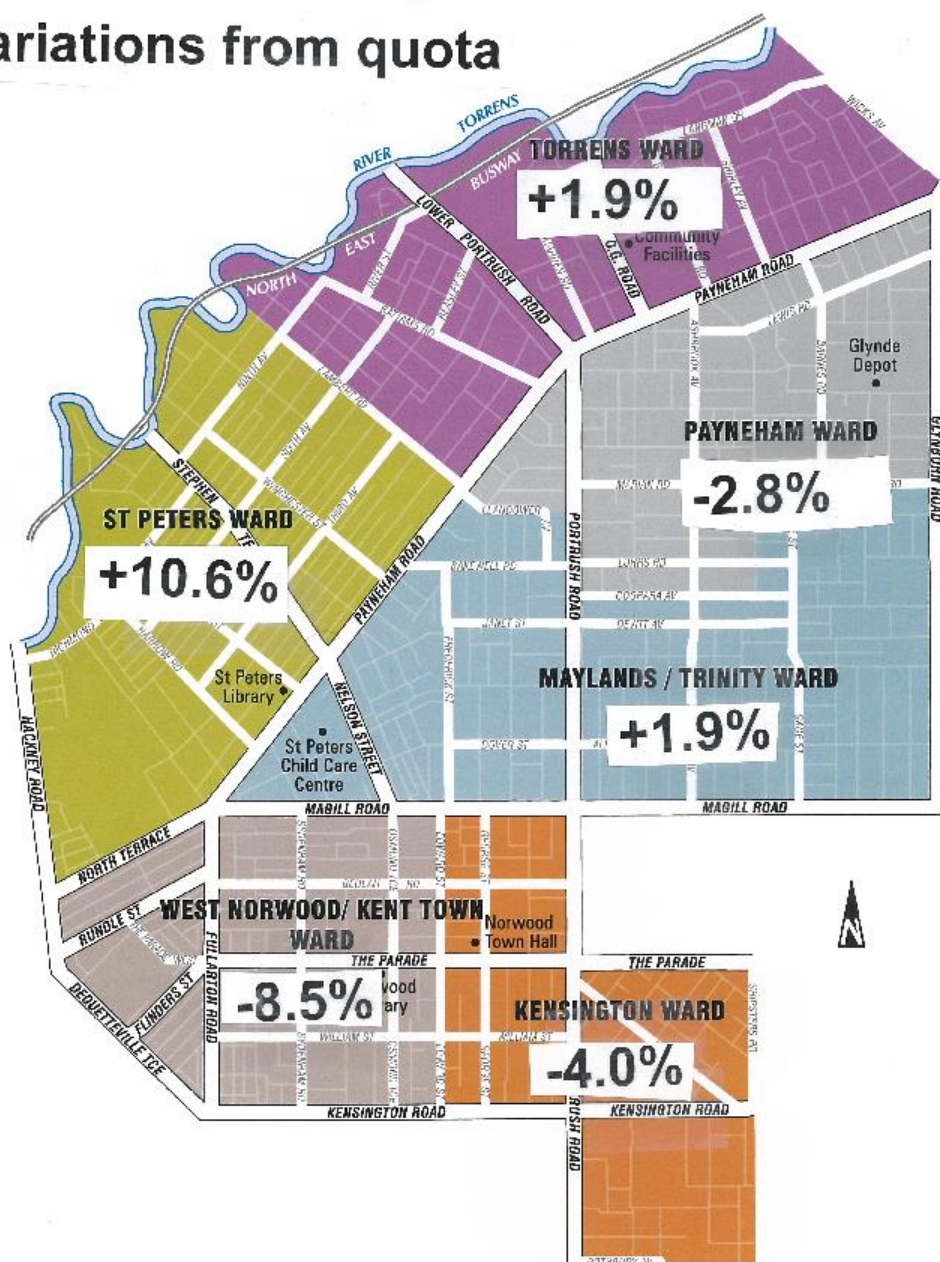


### Map A: Current Ward boundaries



## Map B

### Variations from quota



City of Norwood Payneham & St Peters  
 175 The Parade, Norwood SA 5067  
 Telephone 8366 4555  
 Facsimile 8332 6338  
 Email [townhall@npsa.sa.gov.au](mailto:townhall@npsa.sa.gov.au)  
 Website [www.npsa.sa.gov.au](http://www.npsa.sa.gov.au)



City of  
 Norwood  
 Payneham  
 & St Peters

## 4. Role of an Elected Member

The term “Elected Member” is used throughout this Paper and it is important to clarify the term “Elected Member”. The Act refers to “members of council” or “members” – meaning both the Mayor (Principal Member) and Councillors. The term “Elected Member” is used more generally to collectively refer to the Mayor (Principal Member) and Councillors.

In considering the composition of the Council it is important to have an understanding of the roles of the Elected Members. Their roles are set out in section 59 of the Act which states:

### ***Roles of members of councils***

- (1) *The role of a member of a council is—*
  - (a) *as a member of the governing body of the council—*
    - (i) *to participate in the deliberations and civic activities of the council;*
    - (ii) *to keep the council's objectives and policies under review to ensure that they are appropriate and effective;*
    - (iii) *to keep the council's resource allocation, expenditure and activities, and the efficiency and effectiveness of its service delivery, under review;*
    - (iv) *to ensure, as far as is practicable, that the principles set out in section 8 are observed;*
  - (b) *as a person elected to the council—to represent the interests of residents and ratepayers, to provide community leadership and guidance, and to facilitate communication between the community and the council.*
- (2) *A member of a council may, with the principal member's authorisation, act in place of, or represent, the principal member.*
- (3) *A member of a council has no direct authority over an employee of the council with respect to the way in which the employee performs his or her duties.*

The Mayor (Principal Member) in addition to the roles of Members expressed in section 59 of the Act (see above), has the following additional roles as stated in section 58 of the Act:

### ***Specific roles of principal member***

- (1) *The role of the principal member of a council is—*
  - (a) *to preside at meetings of the council;*
  - (b) *if requested, to provide advice to the chief executive officer between council meetings on the implementation of a decision of the council;*
  - (c) *to act as the principal spokesperson of the council;*

- (d) to exercise other functions of the council as the council determines;*
  - (e) to carry out the civic and ceremonial duties of the office of principal member.*
- (2) Subsection (1)(c) does not apply in circumstances where a council has appointed another member to act as its principal spokesperson.*

## 5. Election of Mayor or Appointment of Chairperson

### 5.1 Explanation of the two (2) Options

Consideration must be given to two options in regard to the office of the Principal Member of Council:

- (1) **Elected** by electors from the whole of the Council area as the **Mayor**
- (2) **Appointed** by and from within the Councillors for a period of no more than four years (as determined by the Council) and given the title of either **Chairperson** or another title determined by the Council (eg Mayor)

The role of the Principal Member is the same under both options with one point of difference:

- An elected Mayor does not have a deliberative vote on a matter being considered by the Council but if the vote is tied, has a casting vote
- An appointed Chairperson has a deliberative vote but does not have a casting vote.

All 18 South Australian metropolitan Councils have an elected Mayor. Of the 49 country Councils, 33 have an elected Mayor and 16 have an appointed Chairperson.

### 5.2 Advantages and disadvantages of the two options

The considered or perceived advantages and disadvantages of the two options are summarised in Tables 4 and 5.

**Table 4:** Advantages and disadvantages of an elected Mayor

Advantages	Disadvantages
The Mayor can claim to represent the broader electorate in a specific role as community leader and spokesperson	Requires an election across the whole Council area if more than one nomination is received and this incurs some additional costs
Having that broader representative position is sometimes seen as being important when dealing with other bodies or other spheres of government	Candidates for the office of Mayor cannot also stand for election as a Councillor and therefore a highly qualified candidate, if unsuccessful, will be lost to Council
More likely to provide stable and continuous Council and community leadership	

**Table 5:** Advantages and disadvantages of an appointed Chairperson

<b>Advantages</b>	<b>Disadvantages</b>
Reflects a “Westminster” protocol of governance of selecting a leader from within the elected group	Electors do not have a direct say in the appointment
The Chairperson is more likely to represent the majority views of the Councillors when dealing with external parties	If there are Wards, the Chairperson will also have Ward responsibilities
Provides flexibility and the opportunity for a number of Elected Members to gain experience as the Principal Member over the term of the Council	The Chairperson could be beholden to factions within the elected body.

## 6. Number of Elected Members

Four (4) issues are examined in this section:

- (1) The requirement of fair and adequate representation
- (2) Council comparisons of total Elected Members
- (3) Is there a need to reduce the number of Elected Members?
- (4) Odd or even number of Elected Members/Councillors

### 6.1 Fair and adequate representation

There are various references in the Act stating that a council must provide adequate and fair representation and apply representative democratic principles.

Section 33(1)(f): *“the need to ensure adequate and fair representation while at the same time avoiding over-representation in comparison to other councils of a similar size and type (at least in the longer term)”*

Section 26(1)(xi): *“residents should receive adequate and fair representation within the local government system, while over-representation in comparison with councils of a similar size and type should be avoided (at least in the longer term)”*.

Professor Dean Jaensch AO in his paper *“Local Government Periodic Review of Representation”* (October 2008) presents a number of factors which should be taken into account when considering the appropriate number of Elected Members to ensure adequate and fair representation. An extract from the paper is presented below:

*“The question of establishing the optimum number of elected Members of a Council involves balancing two opposing pressures.*

*First, there is a need for sufficient elected Members to:*

- *Represent the continually growing number of roles and tasks of a Council and of its elected Members;*
- *Provide a reasonable expectation that the various interests, groups and sectors within the population of the Council area have a voice on the Council.*

*Both components tend to more rather than less Elected Members.*

*Second, the means and processes of decision-making need to be taken into account in relation to balancing efficiency and effectiveness. The former suggests a smaller membership; the latter a larger membership. A large membership can bring a breadth of interests and views to Council decision-making, but it can also have a negative impact on efficiency. A large membership can be cumbersome, with protracted discussions.”*

When determining the appropriate number of Elected Members consideration needs to be given to the role of the Elected Members and their workloads. Section 4 of this Paper addresses this matter.

## **6.2 Council comparisons of some Electoral Representation Indicators**

As indicated in the legislative references quoted in section 6.1 of this Paper, consideration must be given to comparing the key electoral representation indicators with other councils of a similar size and type when conducting a representation review.

Care must be exercised when interpreting the results of comparison between councils because of the different council and community circumstances, issues and priorities that exist in each of the councils and the council areas.

For the purposes of comparison, the councils of similar size and type to the City of Norwood Payneham & St Peters are considered to be:

- City of Burnside;
- City of Holdfast Bay; and
- City of Unley.

This selection is based on consideration of the following variables presented in Table 6.

- Size – electoral structure/physical characteristics of the area; and
- Type – population density/community characteristics.

The electoral representation indicators chosen for comparison are:

- Number of Elected Members; and
- Elector representation ratio.

For completeness, comparisons are made for the selected councils and all metropolitan councils.

The issue of Ward comparisons is examined in Section 8 of this Paper.



**Table 6A:** Representation information and council information for all metropolitan Councils *listed alphabetically*

Council	Representation information (i)			Number of Wards	Council information (ii)		
	Number of electors	Number of Elected Members (Mayor & Councillors)	Elector representation ratio		Area (Sq Km)	Population	Population density
Adelaide City Council	24,856	12	2,071	3 (iii)	16	23,169	1,448
City of Burnside	31,827	13	2,448	6	27	45,034	1,668
Campbelltown City Council	34,817	11	3,165	5	24	51,889	2,162
City of Charles Sturt	80,628	17	4,742	8	52	114,209	2,196
Town of Gawler	16,507	11	1,500	0	41	22,618	552
City of Holdfast Bay	27,327	13	2,102	4	13	37,263	2,866
City of Marion	62,759	13	4,827	6	56	88,983	1,589
City of Mitcham	47,689	14	3,406	6	76	66,347	873
City of Norwood Payneham & St Peters	25,098	14	1,793	6	15	37,350	2,490
City of Onkaparinga	118,774	21	5,655	5	518	168,798	326
City of Playford	56,595	16	3,537	6	345	88,222	256
City of Port Adelaide Enfield	79,895	18	4,438	7	97	123,754	1,276
City of Prospect	14,721	9	1,635	4	8	21,416	2,677
City of Salisbury	91,305	17	5,370	8	158	138,535	877
City of Tea Tree Gully	72,561	13	5,581	5	95	98,861	1,041
City of Unley	27,483	13	2,114	6	14	39,324	2,809
Town of Walkerville	5,449	9	605	0	4	7,673	1,918
City of West Torrens	40,134	15	2,675	7	14	58,964	1,594
<b>Total</b>	<b>858,425</b>	<b>249</b>	<b>3,447</b>	-	<b>1,573</b>	<b>1,195,894</b>	<b>761</b>

(i) Electoral Commission EC (February 2016)

(ii) ABS (2015)

(iii) Plus three Area Councillors

**Table 6B:** Representation information and council information for all metropolitan Councils *in order of elector representation ratio*

Council	Representation information (i)			Number of Wards	Council information (ii)		
	Number of electors	Number of Elected Members (Mayor & Councillors)	Elector representation ratio		Area (Sq Km)	Population	Population density
Town of Walkerville	5,449	9	605	0	4	7,673	1,918
Town of Gawler	16,507	11	1,500	0	41	22,618	552
City of Prospect	14,721	9	1,635	4	8	21,416	2,677
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Adelaide City Council	24,856	12	2,071	3 (iii)	16	23,169	1,448
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City of West Torrens	40,134	15	2,675	7	14	58,964	1,594
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City of Playford	56,595	16	3,537	6	345	88,222	256
City of Port Adelaide Enfield	79,895	18	4,438	7	97	123,754	1,276
City of Charles Sturt	80,628	17	4,742	8	52	114,209	2,196
City of Marion	62,759	13	4,827	6	56	88,983	1,589
City of Salisbury	91,305	17	5,370	8	158	138,535	877
City of Tea Tree Gully	72,561	13	5,581	5	95	98,861	1,041
City of Onkaparinga	118,774	21	5,655	5	518	168,798	326
<b>Total</b>	<b>858,425</b>	<b>249</b>	<b>3,447</b>	-	<b>1,573</b>	<b>1,195,894</b>	<b>761</b>

(i) Electoral Commission EC (February 2016)

(ii) ABS (2015)

(iii) Plus three Area Councillors

Table 7 extracts selected information from Table 6 and highlights the following points:

- Councils with the higher number of electors have the higher number of Elected Members, and generally Councils with the lower number of electors have a lower number of Elected Members
- With 14 Elected Members NP&SP is at the higher end of the Councils with electors in the range 20,000 to 30,000 but compares more favourably when considered in the range 20,000 to 50,000 electors
- In comparison with other Councils of similar elector numbers –
  - Holdfast Bay – 27,327 with 13 Elected Members
  - Unley – 27,483 with 13 Elected Members
  - Burnside – 31,827 with 13 Elected Members

NP&SP (25,098 and 14 Elected Members) is generally similar.

**Table 7**

Range of elector numbers	Number of Councils	Number of Elected Members for each Council													
		9	10	11	12	13	14	15	16	17	18	19	20	21	
100,000 +	1													1	
75,000 – 100,000	3									2	1				
50,000 – 75,000	3					2			1						
30,000 – 50,000	4			1		1	1	1							
20,000 – 30,000	4				1	2	1*								
Less than 20,000	3	2		1											
-	18	2	0	2	1	5	2	1	1	2	1	0	0	1	

\*City of Norwood Payneham & St Peters

Table 8 extracts the elector representation numbers from Table 6 and highlights the following points:

- In general terms Councils with the higher number of electors have a higher elector representation ratio and Councils with the lower number of electors have a lower elector representation ratio
- In comparison with other Councils of similar elector numbers –
  - Holdfast Bay – 27,327 with elector representation ratio of 2,102
  - Unley – 27,483 with elector representation ratio of 2,114
  - Burnside – 31,827 with elector representation ratio of 2,448

NP&SP (25,098 and elector representation ratio of 1,792) is at the lower end.

**Table 8**

Range of elector numbers	Number of Councils	Elector Representation Ratio				
		Less than 2,000	2,000 to 3,000	3,000 to 4,000	4,000 to 5,000	Greater than 5,000
100,000 +	1	-	-	-	1	3
75,000 – 100,000	3	-	-	-	1	-
50,000 – 75,000	3	-	-	1	1	-
30,000 – 50,000	4	-	2	2	-	-
20,000 – 30,000	4	1 *	3	-	-	-
Less than 20,000	3	3	-	-	-	-
Total	18	4	5	3	3	3

\*City of Norwood Payneham & St Peters

### 6.3 Is there a need to reduce the number of Elected Members?

Section 12(6)(a) of the Act dealing with representation reviews requires a council to examine the question: “*if the council is constituted of more than 12 members, should the number of members be reduced*”.

Given that the City of Norwood Payneham St Peters Council currently has 14 Members (the Mayor plus 13 Ward Councillors), the question of whether the number of members should be reduced must be examined.

In considering a reduction in the number of Councillors care must be taken to ensure that:

- A sufficient number of Elected Members are available to manage the affairs of Council;
- The Elected Members’ workloads do not become excessive;
- There is an appropriate level of elector representation;
- A diversity in Member's skill sets, experience and backgrounds is maintained; and
- There are adequate lines of communication will exist between the community and Council.

A reduction in the number of Elected Members will serve to increase the Elector Representation Ratio as shown in Table 9.

**Table 9:** Elector representation ratios for the City of Norwood Payneham & St Peters under varying number of Elected Members

<b>Number of Elected Members</b> (Mayor & Councillors)	<b>Elector Representation Ratio #</b>
14	1,793
13	1,931
12	2,092
11	2,282
10	2,501
9	2,789

# Based on number of electors of 25,098 as at February 2016

The elector representation ratios for the City of Norwood Payneham & St Peters represented in Table 9 rate favourably with the ratios of the comparable councils shown in Table 6.

The following points are often presented as arguments against a decrease in the number of Elected Members:

- There may be reduction in the lines of communication between Council and the community.
- A reduced number of Elected Members may limit the likelihood of a diversity of opinion and less understanding of the issues confronting the local community.
- A restricted range of skill sets, expertise, experience and opinions.
- May restrict the opportunity for community scrutiny and can make the elected members less accountable to their immediate constituents.

#### **6.4 Odd or even number of Elected Members/Councillors**

There are no inherent disadvantages in having an even or odd number of Elected Members. An odd number of Elected Members may serve to reduce the incidence of a tied vote, however, it may also require the development/implementation of a ward structure (if required) which exhibits a varying level of representation between wards. The latter can be perceived as an imbalance by the community.

## 7. Wards

Four (4) questions are examined in this section:

- (1) The question of Wards versus no Wards; and the method of election of Elected Members
- (2) Is there a need to change the current Ward structure?
- (3) What are the options?
- (4) Is there a need to change Ward names?

### **7.1 The question of Wards versus no Wards; and the method of election of Elected Members**

If a council is comprised of Area Councillors only there is no requirement for Wards. The Area Councillors are elected by the whole of the Council electorate. Adelaide City Council is the only Adelaide metropolitan Council with Area Councillors (but it also has Ward Councillors).

If a council is made up of Ward Councillors or a mix of Area and Ward Councillors, then consideration needs to be given to the number and size of Wards.

Section 12(6)(b) of the Act dealing with representation reviews requires a council to consider the question:

*“if the area of the council is divided into wards, should the division of the area into wards be abolished”.*

Currently 16 of the 18 metropolitan Councils have Wards and two Councils do not have wards. See Table 10. The practice with the rural Councils is markedly different – 32 of the 49 rural Councils do not have Wards.

**Table 10:** Representation information for metropolitan Councils

Council	Representation information (i)			Number of Wards
	Number of electors	Number of Elected Members	Elector representation ratio	
Adelaide City Council	24,856	12	2,071	3 (iii)
City of Burnside	31,827	13	2,448	6
Campbelltown City Council	34,817	11	3,165	5
City of Charles Sturt	80,628	17	4,742	8
Town of Gawler	16,507	11	1,500	0
City of Holdfast Bay	27,327	13	2,102	4
City of Marion	62,759	13	4,827	6
City of Mitcham	47,689	14	3,406	6
City of Norwood Payneham & St Peters	25,098	14	1,792	6
City of Onkaparinga	118,774	21	5,655	5
City of Playford	56,595	16	3,537	6
City of Port Adelaide Enfield	79,895	18	4,438	7
City of Prospect	14,721	9	1,635	4
City of Salisbury	91,305	17	5,370	8
City of Tea Tree Gully	72,561	13	5,581	5
City of Unley	27,483	13	2,114	6
Town of Walkerville	5,449	9	605	0
City of West Torrens	40,134	15	2,675	7
<b>Total</b>	<b>858,425</b>	<b>249</b>	<b>3,447</b>	-

(i) Electoral Commission EC (February 2016)

(ii) ABS (2015)

(iii) Plus three Area Councillors

Popular or common arguments put forward to support a Ward structure include:

- Voters within a smaller area or community are more likely to know candidates for Ward elections than candidates standing for the whole of the Council area;
- People within local communities would be more confident that Councillors elected from a Ward would have greater awareness of local issues and therefore likely to provide a more informed position of representation;
- Wards guarantee some form and level of direct representation to all existing communities of interest;
- Ward councillors can focus on local issues;
- Under the no Wards structure a single interest group could gain considerable representation on Council;
- Concern council-wide elections under a no Wards structure will not guarantee that Elected members will have any empathy for, or affiliation with, all communities across the whole council area;
  - The task and expense of contesting council-wide elections could be

- prohibitive, and therefore may deter appropriate/quality candidates;
- Under the no Wards structure council has to conduct elections and supplementary elections across the whole of the council area (at a significant expense); and
- Under the no Wards structure the more popular or known councillors may receive more enquiries from the public (i.e. inequitable workloads).

Arguments supporting the abolition of wards include:

- No Wards is the optimum form of democracy as the electors vote for all of the vacant positions on Council.
- The most supported candidates from across the council area will likely be elected, rather than candidates who may be favoured by the peculiarities of the Ward based electoral system (e.g. candidates elected unopposed or having attracted less votes than defeated candidates in other wards).
- The Elected Members should be free of parochial Ward attitudes.
- The lines of communication between Council and the community should be enhanced, given that members of the community will be able to consult with any and/or all members of Council, rather than feel obliged to consult with their specific Ward Councillors.

Professor Dean Jaensch AO in his paper “*Local Government Periodic Review of Representation*” (October 2008) presents a number of factors which should be taken into account when considering the Ward structure. An extract from the paper is presented below:

*“The structure of representation is an important component in the balance between local/parochial and Council-wide foci.*

*An election structure based on wards has the potential to emphasize the interests of the “local”, but it may lead to an under-representation of the interests of the whole Council population. A structure based on “election at large” contains the potential for Council-wide issues to be recognized, as well as for Members to maintain a focus on a sector or interest.*

*A structure based on a combination of ward and at-large representation does offer a voice for both parochial/sector and whole population interests on the Council. But it may tend to a “superior/inferior” division among Council Members.*

*If a ward structure is established, there needs to be a discussion about the merits of single- member and multi-member representation. The former maximizes the identification of who is representing the ward, and provides a clear focus for the relevant electorate.*

*It does provide the potential for a local/sect or al interest to have a clear*



*channel of communication to the Council.*

*On the other hand, it leads to potential difficulties when the single representative is unavailable for whatever reason, and may not offer a breadth of coverage of competing interests within the ward. Multi-member constituencies offer an opportunity for representation of different/competing interests, and provide for sharing of workloads, and for absences of one Member.*

*An at-large system would provide more than one channel for communication from citizens to the Council, and will allow groups and interests to have a direct representation. Further, it grants to every elector the right to vote for all vacant positions on the Council.”*

Professor Jaensch presents a balanced case for and against Wards.

## 7.2 Is there a need to change the current Ward Structure?

It is a requirement under the Act (refer Section 33(2)) that the average number of electors represented by an Elected Member or within all of the current Wards is within the specified 10% quota. Table 11 highlights that the St Peters Ward varies from the quota by +10.6% and therefore there is a need to change the boundary for the St Peters Ward.

The West Norwood/Kent Town Ward is close to the 10% quota at -8.5% and the opportunity should be taken as part of the review to change the Ward boundary to ensure it remains comfortably with the quota.

**Table 11**

Ward	Number of Councillors	August 2016		
		Number of electors #	Number of electors per Councillor	Variation from quota
St Peters	2	4,319	2,160	+10.6%
Torrens	2	3,978	1,989	+1.9%
Payneham	2	3,797	1,899	-2.8%
Maylands/Trinity	3	5,966	1,989	+1.9%
West Norwood/Kent Town	2	3,572	1,786	-8.5%
Kensington	2	3,748	1,874	-4.0%
	13	25,380	<b>1,952 (Quota)</b>	-

# House of Assembly Roll plus Council's Supplementary Roll  
Source: Electoral Commission SA

### Criteria for reviewing or considering wards

The Act (section 33(1)) requires the consideration of the following criteria when reviewing or formulating ward boundaries:

- (a) *Communities of interest of an economic, social, regional or other kind*
- (b) *Population of the area and each ward*
- (c) *Topography of the area and each ward*
- (d) *The ease and convenience of communication between electors and Councillors*
- (e) *The nature of substantial demographic changes that may occur in the near future*
- (f) *Ensuring adequate and fair representation while at the same time avoiding over-representation compared to other similar Councils*

## **(a) Communities of Interest**

The term “communities of interest” has many interpretations. In a local government context, communities of interest are often defined around a sense of belonging as well as spatial patterns, particularly around travel and the location of services.

Two (2) of the guidelines defining communities of interest are as follows:

- *A real or perceived sense of community or belonging to a locality that comes from a critical mass of people having common interests in a similar social, economic, environmental, recreational, historical attachment or other matters of common interest’*
- *‘A sense of attachment – reflecting patterns of use, amenity, recognition, travel, historical, cultural and local considerations’*

Professor Jaensch also addresses the issue of community of interest in relation to a Council Composition and Electoral structure. An extract from the paper is presented below:

*“This term (community of interest) is applicable to any representational system. A community is essentially a group of people with similar traits – social, economic, language, culture, race etc., and a similar set of interests. Some Council areas contain a socio-economic structure including urban industrial, urban commercial, residential, semi-rural, and rural. Other Councils, especially those in the metropolitan area, will have less diversity. In every case, there is a potential tension between different sub-communities within a Council area.*

*Electoral geography is a key component in the nature and quality of representation. In Councils based on wards, one potential method is to base ward representation on interests – to establish ward boundaries to reflect a dominant community of interest – industrial, commercial, residential, etc. This would provide a strong voice for the dominant interest in the Council to have its distinct policy framework heard. But would it provide the possibility for a balanced concentration on Council-wide issues, with the issues within other, different ward communities?*

*An alternative is either to have an electoral geography which deliberately includes a mix of communities of interest in each ward, or to have a single “at large” system across the Council. This would encourage a focus on Council-wide issues, but may overwhelm parochial, economic and sector interests. On the other hand, “at large” elections based on proportional representation provide opportunities for representatives to be elected by separate interests, and hence to speak and act on their behalf.”*

**(b) Population of the Area and each Ward**

Suburbs are widely recognized and accepted geographic areas and represent logical units for formulating Wards and therefore the aim is to build on suburb boundaries where ever possible in reviewing ward boundaries.

Unfortunately population projections are not readily available by suburb.

An indicator of population shifts over the past six (6) years can be gained from the House of Assembly enrolments over that period. The following table highlights the movements by Ward.

Ward	August 2010	August 2016	Variation
St Peters	4,181	4,310	+3.1%
Torrens	3,906	3,962	+1.4%
Payneham	3,650	3,789	+3.8%
Maylands/Trinity	5,632	5,941	+5.5%
West Norwood/Kent Town	3,386	3,545	+4.7%
Kensington	3,566	3,679	+3.2%
Total	24,321	25,226	+3.7%

Significant population shifts are not expected over the next eight (8) to ten (10) years.

**(c) Topography of the Area and each Ward**

Suburbs tend to follow main roads or rivers, and hence this highlights the focus of using suburbs as a guide for defining wards.

**(d) The ease and convenience of communication between Electors and Elected Members**

This is an important factor. With the growing use and acceptance of the modern forms of communication, geographic distances are not as critical in these times.

**(e) The nature of substantial changes that may occur in the near future**

Taking into account the Council's Development Plan and 30 Year Plan for Greater Adelaide, it is likely that there will be significant population shifts in the medium to longer term. It is important that these developments are monitored on a periodic basis.

**(f) Adequate and fair representation**

Sections 6.1 and 6.3 address some of the issues associated with adequate and fair representation including:

- A sufficient number of Elected Members are available to manage the affairs of Council;
- The Elected Members' workloads do not become excessive;
- There is an appropriate level of elector representation;
- A diversity in Member's skill sets, experience and backgrounds is maintained; and
- There are adequate lines of communication will exist between the community and Council.

### 7.3 What are some of the options for changes to Ward boundaries?

In considering ward boundaries due recognition must be given to the criteria discussed above. Suburbs are a very effective and convenient way of 'building' wards. The current Ward structure is based on suburbs with some exceptions to achieve the quota which was applicable at the time of the last review.

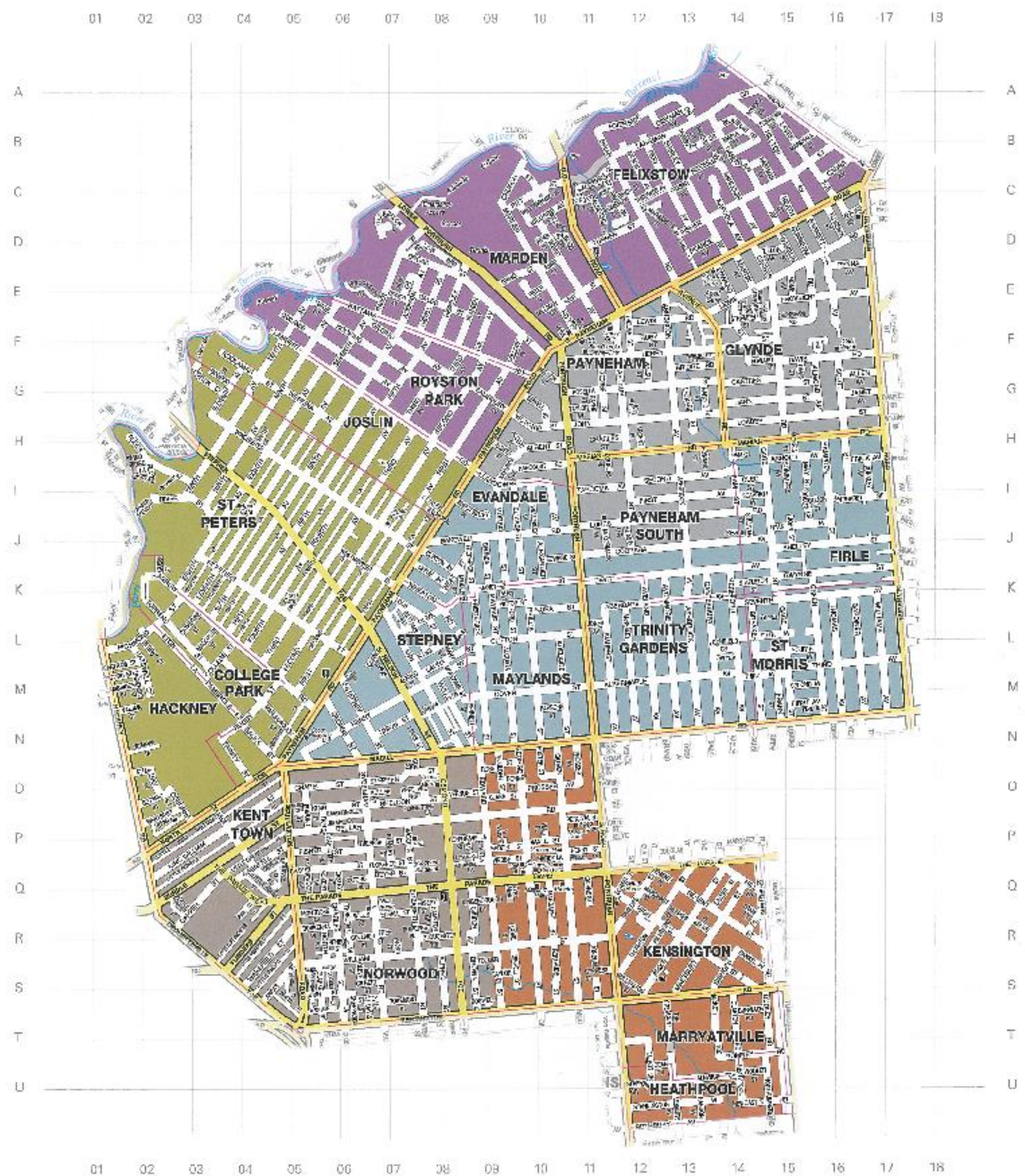
In considering the Ward options presented in this Paper, reference is made to the number of electors by suburb as presented in the following table. Map C shows the suburbs making up the current Wards.

**Table: Electors by Suburb**

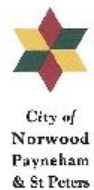
Number	Suburb names	Number of electors
1	College Park	599
2	Evandale	937
3	Felixstow	1,540
4	Firle	954
5	Glynde	1,397
6	Hackney	423
7	Heathpool	422
8	Joslin	906
9	Kensington	1,216
10	Kent Town	752
11	Marden	1,528
12	Marryatville	402
13	Maylands	1,130
14	Norwood	4,511
15	Payneham	1,634
16	Payneham South	1,118
17	Royston Park	919
18	St Morris	1,056
19	St Peters	2,387
20	Stepney	659
21	Trinity Gardens	890
	<b>Total</b>	<b>25,380</b>

*Source: Electoral Commission  
August 2016*

**Map C: Ward Map showing Suburbs**



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City of  
Norwood  
Payneham  
& St Peters

The Ward options presented in this Paper represent a selection of feasible Ward structures for the City of Norwood Payneham & St Peters.

Options 1 to 6 retain the current number of Wards at 6 and the current number of Councillors at 13, and aim to correct the quota variation in the St Peters Ward and address the low elector variation ratio in the West Norwood/Kent Town Ward.

Options A, B, C, D, E and F consider options for a lesser number of Elected Members and a lesser number of Wards compared to the current position.

### **Option 1**

*Retains the current number of Wards at 6 and the current number of Councillors at 13*

#### **Transfer the whole of the suburb of Hackney from the St Peters Ward to the West Norwood/Kent Town Ward (423 electors)**

Outcome: The outcome is summarised in the following table. The option would ensure that both the St Peters Ward and West Norwood/Kent Town Ward are well under the quota.

<b>Ward</b>	<b>Number of Councillors</b>	<b>Total electors</b>	<b>Electors per Councillor</b>	<b>Variation from Quota</b>
St Peters	2	3,896	1,948	-0.2%
Torrens	2	3,978	1,989	+1.9%
Payneham	2	3,797	1,899	-2.8%
Maylands/Trinity	3	5,966	1,989	+1.9%
West Norwood/Kent Town	2	3,995	1,998	+2.3%
Kensington	2	3,748	1,874	-4.0%
	<b>13</b>	<b>25,380</b>	<b>1,952</b>	-

This option is pictorially represented in the map presented on the following page.

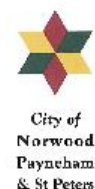


### Option 1

Transfer the whole of the suburb of Hackney from the St Peters Ward to the West Norwood/Kent Town Ward



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## Option 2

*Retains the current number of Wards at 6 and the current number of Councillors at 13*

### Transfer

- the whole of the suburb of Hackney from the St Peters Ward (423 electors) and
- the 'Stepney Triangle' (216 electors) from the Maylands/Trinity Ward to the West Norwood/Kent Town Ward (net gain of 639 electors)

The 'Stepney Triangle' is defined as the area bounded by Magill Road, Payneham Road and Nelson Street.

The outcome is summarised in the following table. Under this option the St Peters Ward is well under the quota and the West Norwood/Kent Town position improves marginally compared to the current position.

Ward	Number of Councillors	Total electors	Electors per Councillor	Variation from Quota
St Peters	2	3,896	1,948	-0.2%
Torrens	2	3,978	1,989	+1.9%
Payneham	2	3,797	1,899	-2.8%
Maylands/Trinity	3	5,750	1,917	-1.8%
West Norwood/Kent Town	2	4,211	2,106	+7.8%
Kensington	2	3,748	1,874	-4.0%
	<b>13</b>	<b>25,380</b>	<b>1,952</b>	-

This option is pictorially represented in the map presented on the following page.



## Option 2

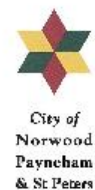
### Transfer

- the whole of the suburb of Hackney from the St Peters Ward and
- the 'Stepney Triangle' from the Maylands/Trinity Ward to the West Norwood/Kent Town Ward



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### Option 3

*Retains the current number of Wards at 6 and the current number of Councillors at 13*

#### Transfer

- the part of the suburb of Hackney from the St Peters Ward (174 electors) and
- the 'Stepney Triangle' (216 electors) from the Maylands/Trinity Ward to the West Norwood/Kent Town Ward (net gain of 390 electors)

This option represents a variation of Option 2. The part area of Hackney involved in option is the area bounded by Hackney Road, North Terrace, and a line from Rugby Street to Hackney Road.

The outcome is summarised in the following table.

The option represents a satisfactory position for both the St Peters and West Norwood/Kent Town Wards.

Ward	Number of Councillors	Total electors	Electors per Councillor	Variation from Quota
St Peters	2	4,145	2,073	+6.2%
Torrens	2	3,978	1,989	+1.9%
Payneham	2	3,797	1,899	-2.8%
Maylands/Trinity	3	5,750	1,917	-1.8%
West Norwood/Kent Town	2	3,962	1,981	+1.5%
Kensington	2	3,748	1,874	-4.0%
	<b>13</b>	<b>25,380</b>	<b>1,952</b>	

This option is pictorially represented in the map presented on the following page.



### Option 3 Transfer

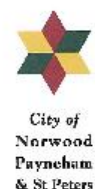
- the part of the suburb of Hackney from the St Peters Ward and
- the 'Stepney Triangle' from the Maylands/Trinity Ward to the West Norwood/Kent Town Ward

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**Option 4**

*Retains the current number of Wards at 6 and the current number of Councillors at 13*

**Transfer part of the suburb of Hackney from the St Peters Ward (174 electors) to the West Norwood/Kent Town Ward**

This option represents a variation of Option 3. The part area of Hackney involved in option is the area bounded by Hackney Road, North Terrace, and a line from Rugby Street to Hackney Road.

The outcome is summarised in the following table.

The option represents a satisfactory position for both the St Peters and West Norwood/Kent Town Wards

<b>Ward</b>	<b>Number of Councillors</b>	<b>Total electors</b>	<b>Electors per Councillor</b>	<b>Variation from Quota</b>
St Peters	2	4,145	2,073	+6.2%
Torrens	2	3,978	1,989	+1.9%
Payneham	2	3,797	1,899	-2.8%
Maylands/Trinity	3	5,966	1,989	+1.9%
West Norwood/Kent Town	2	3,746	1,873	-4.1%
Kensington	2	3,748	1,874	-4.0%
	<b>13</b>	<b>25,380</b>	<b>1,952</b>	

## Some other electoral options

Six Ward options are considered in this section and summarised in the table below.

For ease of understanding on how the Wards have been structured, a 'suburb table' is included with each option along with a supporting map.

All options represent feasible considerations for the City of Norwood Payneham & St Peters, and the options compare favourably with other similar Councils.

The following table summarises the outcomes.

Option	Number of Wards	Number of Councillors	Quota	Number of Elected Members (Mayor & Councillors)	Elector representation ratio (February 2016)
<i>Current</i>	6	13	1,952	14	1,793
A	5	11	2,307	12	2,091
B	4	11	2,307	12	2,091
C	5	10	2,538	11	2,282
D	4	9	2,820	10	2,510
E	6	12	2,115	13	1,931
F	6	12	2,115	13	1,931
Unley				13	2,114
Holdfast Bay				13	2,102
Burnside				13	2,448

## Option A

Five (5) Wards

Eleven (11) Councillors

	Suburb	Ward A.1	Ward A.2	Ward A.3	Ward A.4	Ward A.5	Total Electors
1	College Park	599					599
2	Evandale			937			937
3	Felixstow		1,540				1,540
4	Firle			954			954
5	Glynde		1,397				1,397
6	Hackney	423					423
7	Heathpool					422	422
8	Joslin	906					906
9	Kensington					1,216	1,216
10	Kent Town				752		752
11	Marden	1,528					1,528
12	Marryatville					402	402
13	Maylands				1,130		1,130
14	Norwood				1,700	2,811	4,511
15	Payneham		1,634				1,634
16	Payneham South			750	368		1,118
17	Royston Park	919					919
18	St Morris			1,056			1,056
19	St Peters	2,387					2,387
20	Stepney				659		659
21	Trinity Gardens			890			890
	<b>Ward Totals</b>	<b>6,762</b>	<b>4,571</b>	<b>4,587</b>	<b>4,609</b>	<b>4,851</b>	<b>25,380</b>
	<b>No. Councillors</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>11</b>
	<b>Electors per Councillor</b>	<b>2,254</b>	<b>2,286</b>	<b>2,294</b>	<b>2,305</b>	<b>2,426</b>	<b>2,307 (Quota)</b>
	<b>Variation from Quota</b>	<b>-2.3%</b>	<b>-0.9%</b>	<b>-0.6%</b>	<b>-0.1%</b>	<b>5.1%</b>	

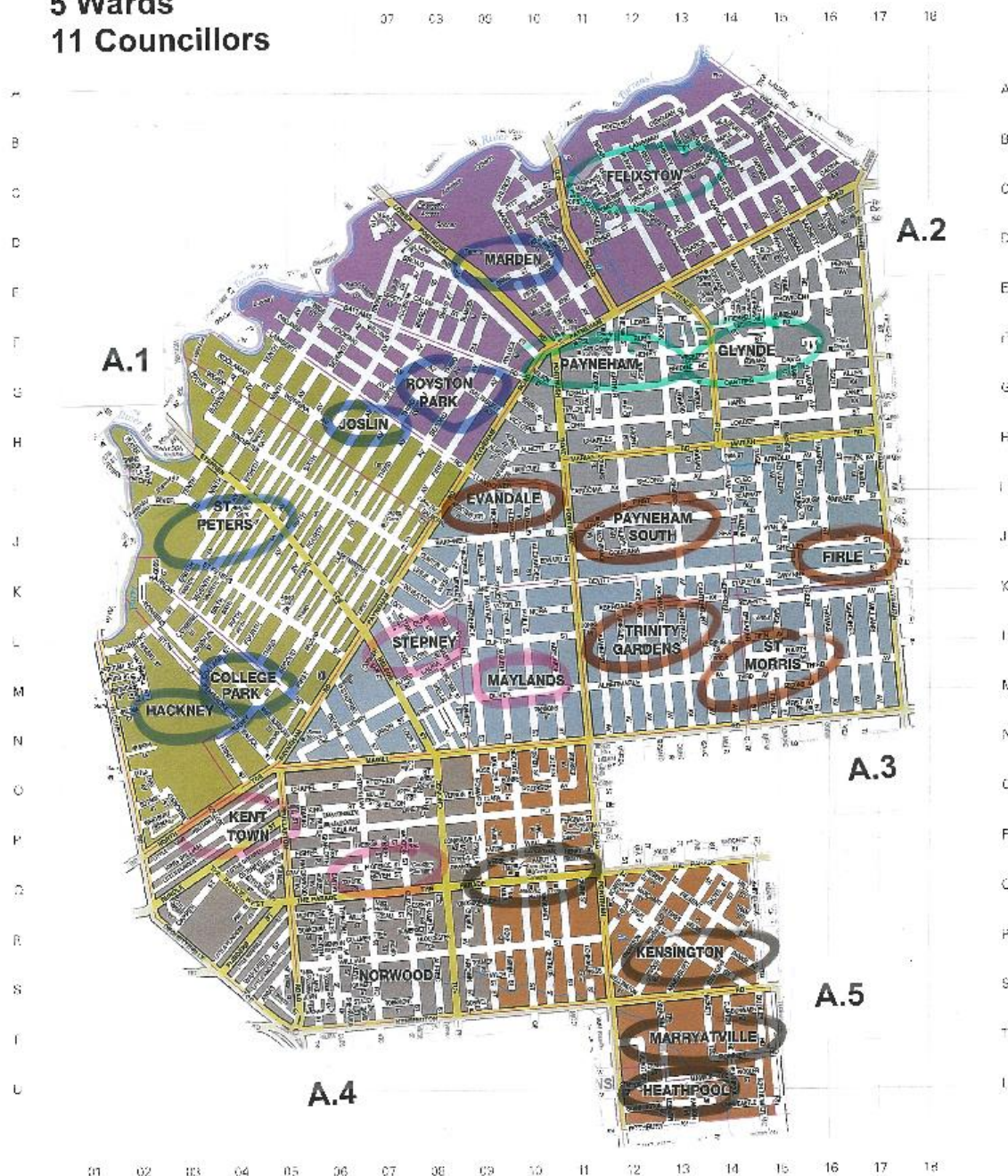
Comments:

- The variations from the quota for each ward are well within the quota
- The suburb of Norwood is divided between wards A.4 and A.5
- The suburb of Payneham South is divided between wards A.3 and A.4



## Option A

5 Wards  
11 Councillors



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City of  
Norwood  
Payneham  
& St Peters

**Option B**

Four (4) Wards

Eleven (11) Councillors

<b>Suburb</b>		<b>Ward B.1</b>	<b>Ward B.2</b>	<b>Ward B.3</b>	<b>Ward B.4</b>	<b>Total Electors</b>
1	College Park		599			599
2	Evandale				937	937
3	Felixstow			1,540		1,540
4	Firle				954	954
5	Glynde			1,397		1,397
6	Hackney		423			423
7	Heathpool	422				422
8	Joslin		906			906
9	Kensington	1,216				1,216
10	Kent Town	752				752
11	Marden			1,528		1,528
12	Marryatville	402				402
13	Maylands				1,130	1,130
14	Norwood	4,511				4,511
15	Payneham			1,634		1,634
16	Payneham South				1,118	1,118
17	Royston Park			919		919
18	St Morris				1,056	1,056
19	St Peters		2,387			2,387
20	Stepney				659	659
21	Trinity Gardens				890	890
	<b>Ward Totals</b>	<b>7,303</b>	<b>4,315</b>	<b>7,018</b>	<b>6,744</b>	<b>25,380</b>
	<b>No. Councillors</b>	<b>3</b>	<b>2</b>	<b>3</b>	<b>3</b>	<b>11</b>
	<b>Electors per Councillor</b>	<b>2,434</b>	<b>2,157</b>	<b>2,339</b>	<b>2,248</b>	<b>2,307 (Quota)</b>
	<b>Variation from Quota</b>	<b>+5.5%</b>	<b>-6.5</b>	<b>+1.4</b>	<b>-2.6%</b>	

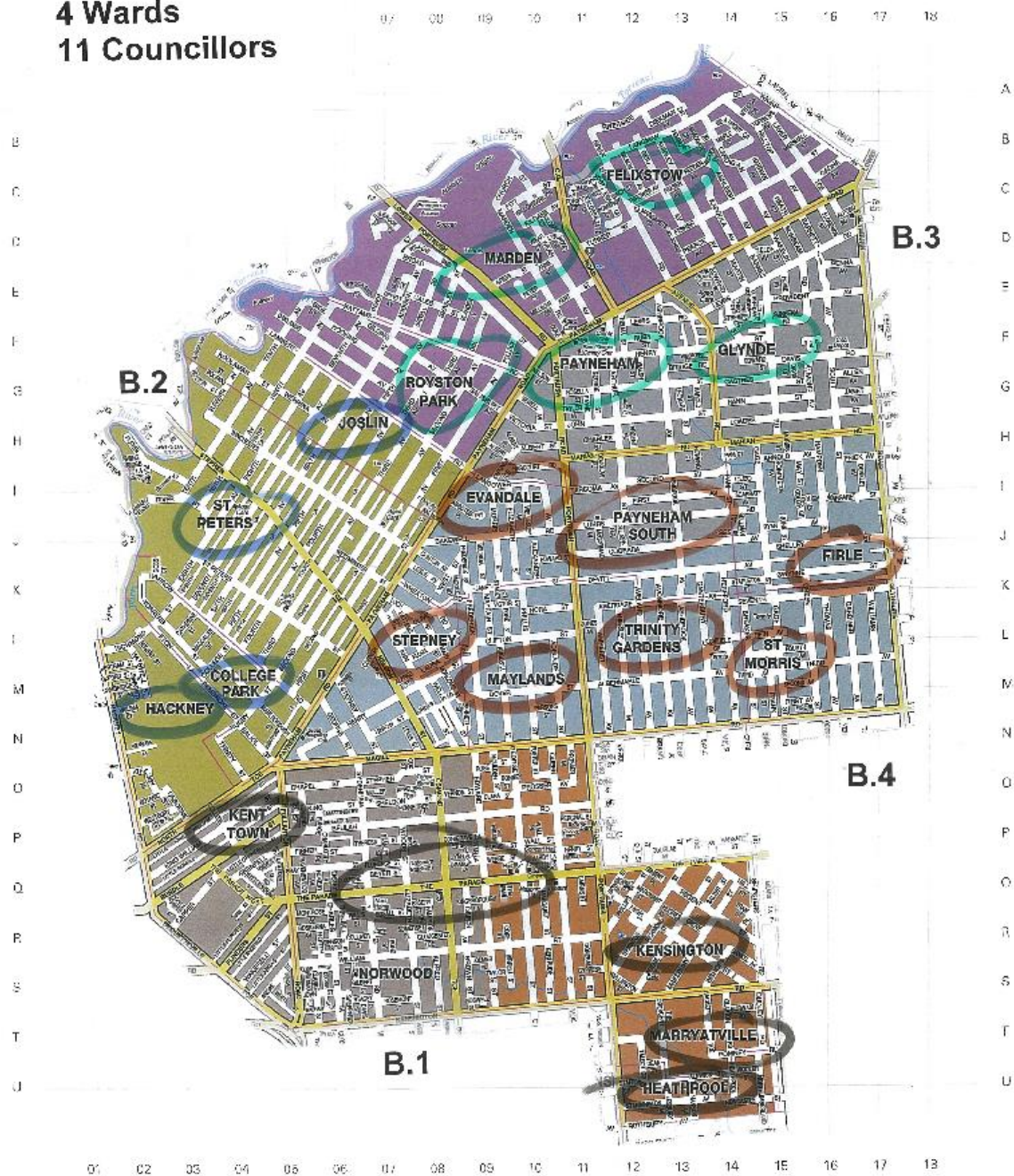
Comments:

- The variations from the quota for each ward are generally within the quota
- There are no suburb divisions



## Option B

**4 Wards**  
**11 Councillors**



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City of  
Norwood  
Payneham  
& St Peters

## Option C

Five (5) Wards

Ten (10) Councillors

	Suburb	Ward C.1	Ward C.2	Ward C.3	Ward C.4	Ward C.5	Total Electors
1	College Park	599					599
2	Evandale				937		937
3	Felixstow		1,540				1,540
4	Firle			954			954
5	Glynde			1,397			1,397
6	Hackney	423					423
7	Heathpool					422	422
8	Joslin	906					906
9	Kensington					1,216	1,216
10	Kent Town				752		752
11	Marden		1,528				1,528
12	Marryatville					402	402
13	Maylands				1,130		1,130
14	Norwood				1,511	3,000	4,511
15	Payneham		1,634				1,634
16	Payneham South			1,118			1,118
17	Royston Park	919					919
18	St Morris			1,056			1,056
19	St Peters	2,387					2,387
20	Stepney				659		659
21	Trinity Gardens			890			890
	<b>Ward Totals</b>	<b>5,234</b>	<b>4,702</b>	<b>5,415</b>	<b>4,989</b>	<b>5,040</b>	<b>25,380</b>
	<b>No. Councillors</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>10</b>
	<b>Electors per Councillor</b>	<b>2,617</b>	<b>2,351</b>	<b>2,707</b>	<b>2,494</b>	<b>2,520</b>	<b>2,538 (Quota)</b>
	<b>Variation from Quota</b>	<b>+3.1%</b>	<b>-7.4%</b>	<b>+6.7%</b>	<b>-1.7%</b>	<b>-0.7%</b>	

Comments:

- The variations from the quota for each ward are generally within the quota
- The suburb of Norwood is divided between wards C.4 and C.5



## Option C

5 Wards  
10 Councillors



City of Norwood Payneham & St Peters  
175 The Parade, Norwood SA 5067  
Telephone 8366 4555  
Facsimile 8332 6338  
Email [info@ncsp.sa.gov.au](mailto:info@ncsp.sa.gov.au)  
Website [www.ncsp.sa.gov.au](http://www.ncsp.sa.gov.au)



City of  
Norwood  
Payneham  
& St Peters

## Option D

Four (4) Wards

Nine (9) Councillors

	Suburb	Ward D.1	Ward D.2	Ward D.3	Ward D.4	Total Electors
1	College Park		599			599
2	Evandale				937	937
3	Felixstow			1,540		1,540
4	Firle				954	954
5	Glynde			1,397		1,397
6	Hackney	423				423
7	Heathpool	422				422
8	Joslin		906			906
9	Kensington	1,216				1,216
10	Kent Town	752				752
11	Marden		869	659		1,528
12	Marryatville	402				402
13	Maylands				1,130	1,130
14	Norwood	4,511				4,511
15	Payneham			1,634		1,634
16	Payneham South			760	358	1,118
17	Royston Park		919			919
18	St Morris				1,056	1,056
19	St Peters		2,387			2,387
20	Stepney				659	659
21	Trinity Gardens				890	890
	<b>Ward Totals</b>	<b>7,726</b>	<b>5,680</b>	<b>5,999</b>	<b>5,984</b>	<b>25,380</b>
	<b>No. Councillors</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>9</b>
	<b>Electors per Councillor</b>	<b>2,575</b>	<b>2,840</b>	<b>2,999</b>	<b>2,992</b>	<b>2,820 (Quota)</b>
	<b>Variation from Quota</b>	<b>-8.7%</b>	<b>+0.7</b>	<b>+6.3</b>	<b>+6.1%</b>	

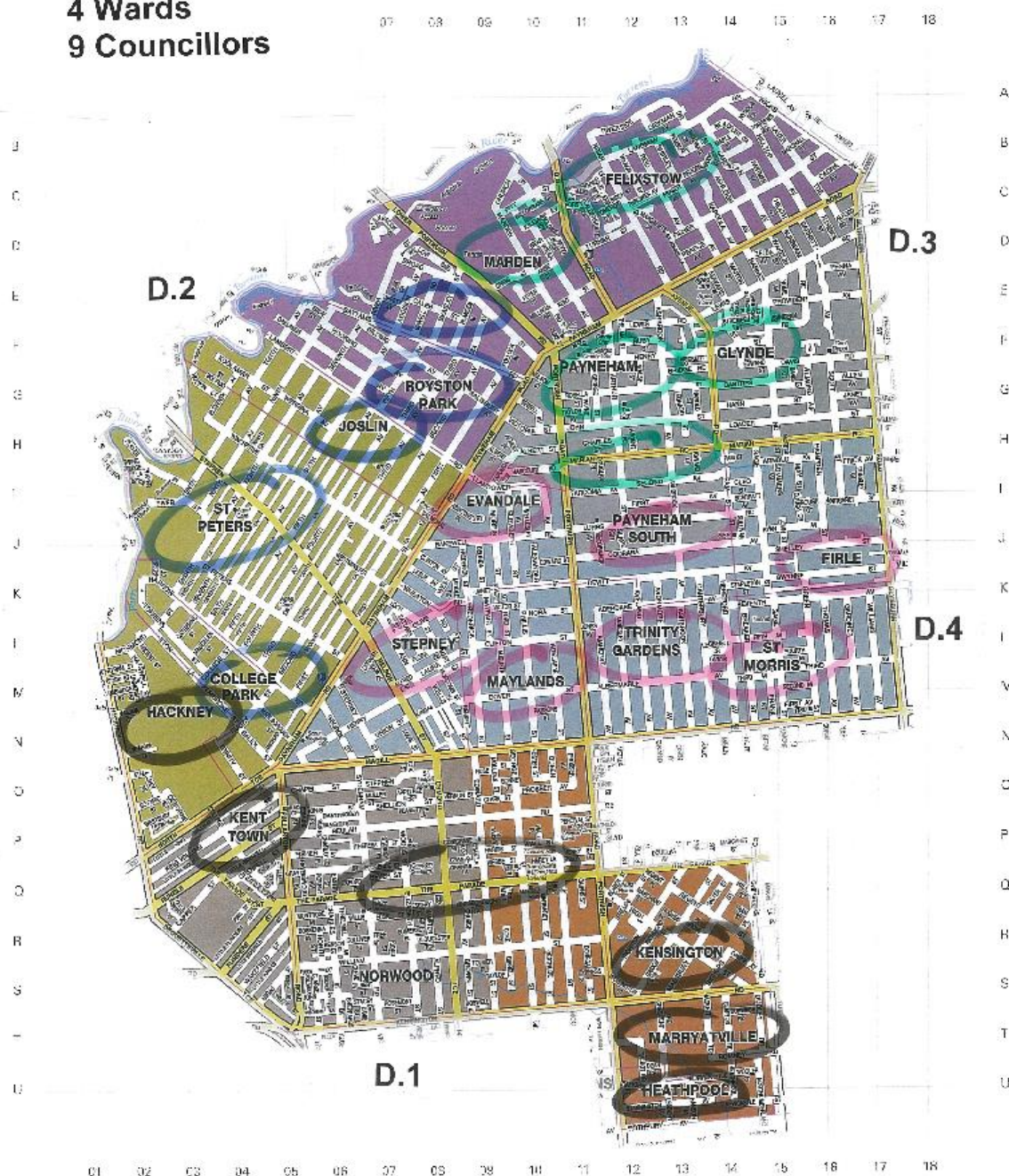
Comments:

- The variations from the quota for each ward are close to the quota
- The suburb of Marden is divided between wards D.2 and D.5
- The suburb of Payneham South is divided between wards D.3 and D.4



## Option D

4 Wards  
9 Councillors



City of Norwood Payneham & St Peters  
17b The Parade, Norwood SA 5087  
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City of  
Norwood  
Payneham  
& St Peters

## Option E

6 Wards

12 Councillors

Suburb		Ward E.1	Ward E.2	Ward E.3	Ward E.4	Ward E.5	Ward E.6	Total electors
1	College Park				599			599
2	Evandale	937						937
3	Felixstow			1,540				1,540
4	Firle		954					954
5	Glynde	1,397						1,397
6	Hackney				423			423
7	Heathpool						422	422
8	Joslin				906			906
9	Kensington						1,216	1,216
10	Kent town					752		752
11	Marden			1,528				1,528
12	Marryatville						402	402
13	Maylands					1,130		1,130
14	Norwood					1,985	2,526	4,511
15	Payneham	1,634						1,634
16	Payneham South		1,118					1,118
17	Royston Park			919				919
18	St Morris		1,056					1,056
19	St Peters				2,387			2,387
20	Stepney					659		659
21	Trinity Gardens		890					890
	<b>Ward Totals</b>	<b>3,968</b>	<b>4,018</b>	<b>3,987</b>	<b>4,315</b>	<b>4,526</b>	<b>4,566</b>	<b>25,380</b>
	<b>No. Councillors</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>12</b>
	<b>Electors per Councillor</b>	<b>1,984</b>	<b>2,009</b>	<b>1,994</b>	<b>2,158</b>	<b>2,263</b>	<b>2,283</b>	<b>2,115 (Quota)</b>
	<b>Variation from Quota</b>	<b>-6.2%</b>	<b>-5.0%</b>	<b>-5.7%</b>	<b>2.0%</b>	<b>7.0%</b>	<b>7.9%</b>	

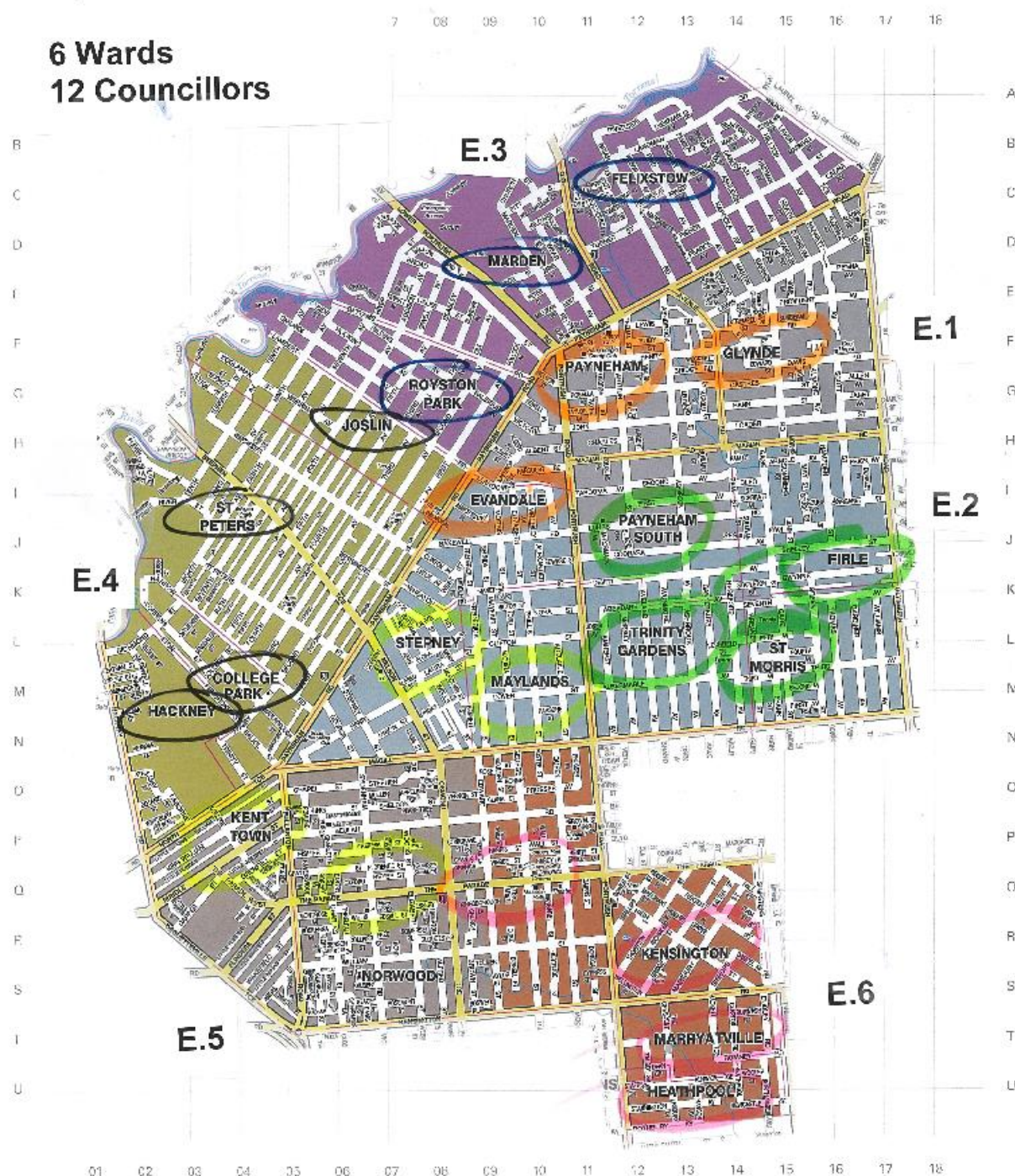
Comments:

- The variations from the quota for each ward are satisfactory
- The suburb of Norwood is divided between wards E.5 and E.6



## Option E

6 Wards  
12 Councillors



City of Norwood Payneham & St Peters  
1/5 The Parade, Norwood SA 5067  
Telephone 3366 4555  
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## Option F

6 Wards

12 Councillors

Suburb		Ward F.1	Ward F.2	Ward F.3	Ward F.4	Ward F.5	Ward F.6	Total
1	College Park				599			599
2	Evandale	937						937
3	Felixstow			1,540				1,540
4	Firle		954					954
5	Glynde	1,397						1,397
6	Hackney				423			423
7	Heathpool						422	422
8	Joslin				906			906
9	Kensington						1,216	1,216
10	Kent town					752		752
11	Marden			1,528				1,528
12	Marryatville						402	402
13	Maylands		373			757		1,130
14	Norwood					2,256	2,255	4,511
15	Payneham	1,634						1,634
16	Payneham South	112	1,006					1,118
17	Royston Park			919				919
18	St Morris		1,056					1,056
19	St Peters				2,387			2,387
20	Stepney					659		659
21	Trinity Gardens		890					890
	<b>Ward Totals</b>	<b>4,080</b>	<b>4,279</b>	<b>3,987</b>	<b>4,315</b>	<b>4,424</b>	<b>4,295</b>	<b>25,380</b>
	<b>No. Councillors</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>12</b>
	<b>Electors per Councillor</b>	<b>2,040</b>	<b>2,139</b>	<b>1,994</b>	<b>2,158</b>	<b>2,212</b>	<b>2,148</b>	<b>2,115 (Quota)</b>
	<b>Variation from Quota</b>	<b>-3.5%</b>	<b>1.1%</b>	<b>-5.7%</b>	<b>2.0%</b>	<b>4.6%</b>	<b>1.5%</b>	

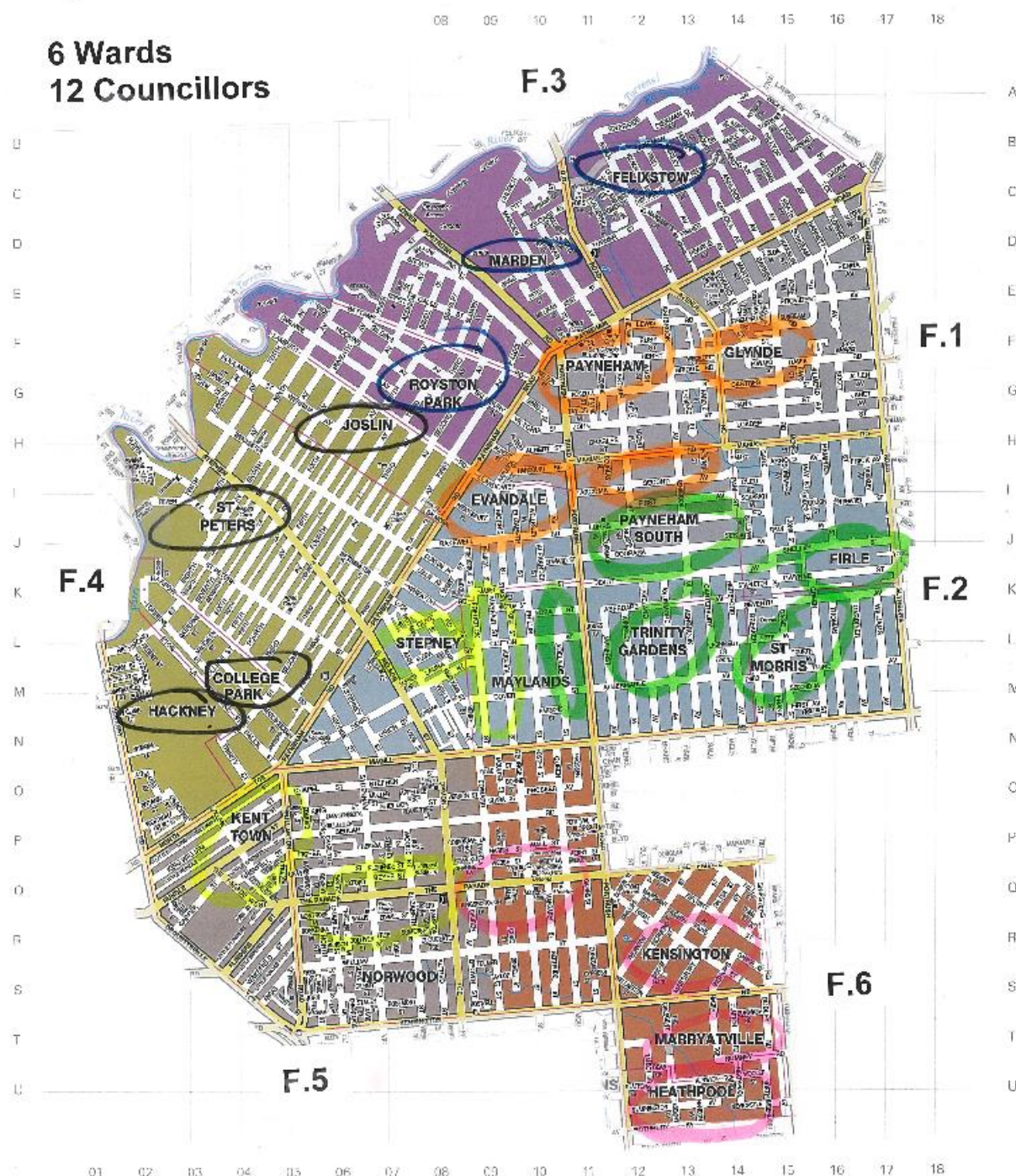
Comments:

- The variations from the quota for each ward are very satisfactory
- The suburb of Norwood is divided between wards F.5 and F.6
- The suburb of Maylands is divided between wards F.2 and F.5
- The suburb of Payneham South is divided between wards F.1 and F.2



## Option F

**6 Wards**  
**12 Councillors**



City of Norwood Payneham & St Peters  
175 The Parade, Norwood SA 5067

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City of  
Norwood  
Payneham  
& St Peters

## 7.4 Is there a need to change Ward names?

### (1) Existing wards

The following table presents the suburb composition of the existing Wards and highlights the proportion of electors by suburb for each Ward. It is of interest to note the relationship between the name of a Ward (eg St Peters Ward) and the highest percentage of electors by suburb (eg the suburb of St Peters at 55.3%)

Ward	Suburbs	Electors	Percentage
St Peters	St Peters	2,387	55.3%
	Joslin	906	21.0%
	College Park	599	13.9%
	Hackney	423	9.8%
	<b>Total</b>	<b>4,319</b>	<b>100.0%</b>
Torrens	Felixstow	1,540	38.7%
	Marden	1,528	38.4%
	Royston Park	919	23.1%
	<b>Total</b>	<b>3,978</b>	<b>100.0%</b>
Payneham	Glynde	1,397	36.8%
	Payneham	1,634	43.0%
	Payneham South (part)	766	20.2%
	<b>Total</b>	<b>3,797</b>	<b>100.0%</b>
Maylands/Trinity	Maylands	1,130	18.9%
	St Morris	1,056	17.7%
	Stepney	659	11.0%
	Firle	954	16.0%
	Evandale	937	15.7%
	Trinity Gardens	890	14.0%
	Payneham South (part)	340	5.7%
	<b>Total</b>	<b>5,966</b>	<b>100.0%</b>
West Norwood/Kent Town	Norwood (part)	2,820	78.9%
	Kent Town	752	21.1%
	<b>Total</b>	<b>3,572</b>	<b>100.0%</b>
Kensington	Norwood (Part)	1,708	45.6%
	Kensington	1,216	32.4%
	Heathpool	422	11.3%
	Marryatville	402	10.7%
	<b>Total</b>	<b>3,748</b>	<b>100.0%</b>
<b>Total</b>		<b>25,380</b>	

## **Kensington Ward**

It is understood that the Kensington Ward has been named in recognition of the fact that the Kensington village was the first township to be granted municipal government in Australia (outside of the City of Adelaide).

The above table shows that for the Kensington Ward the majority (45.6%) of the electors are in the suburb of Norwood. For this reason, the name of the Ward has the potential to cause some confusion for those electors, residents and businesses in the suburb of Norwood who are associated with the Ward. Also the Kensington Ward Members when dealing with Ward matters in their Ward may be required to explain that they also represent the electors, residents and businesses in the suburb of Norwood.

A change of Ward name from Kensington Ward to say Kensington/East Norwood Ward would maintain the historical significance of the area and overcome the potential confusion of people in the suburb of Norwood. To some extent the suggested change of name would mirror the name of the West Norwood/Kent Town Ward.

All the other Ward names generally reflect the suburb composition of each Ward and no Ward name changes appear warranted.

Torrens Ward is the only Ward name not linked to one or more suburbs within the ward.

## **(2) Possible change of Ward names related to the various Ward options**

This matter will be considered when there is clarity around the Ward options under consideration.

Extract from the Local Government Act

## 12—Composition and wards

- (1) A council may, by notice in the Gazette after complying with the requirements of this section—
  - (a) alter the composition of the council;
  - (b) divide, or redivide, the area of the council into wards, alter the division of the area of the council into wards, or abolish the division of the area of a council into wards.
- (2) A notice under this section may also—
  - (a) change the council from a municipal council to a district council, or change the council from a district council to a municipal council;
  - (b) alter the name of—
    - (i) the council;
    - (ii) the area of the council;
  - (c) give a name to, or alter the name of, a ward, (without the need to comply with section 13).
- (3) A council must, before it publishes a notice, conduct and complete a review under this section for the purpose of determining whether its community would benefit from an alteration to its composition or ward structure.
- (4) A review may relate to a specific aspect of the composition of the council, or of the wards of the council, or may relate to those matters generally—but a council must ensure that all aspects of the composition of the council, and the issue of the division, or potential division, of the area of the council into wards, are comprehensively reviewed under this section at least once in each relevant period that is prescribed by the regulations.
- (5) A council must, in order to commence a review, initiate the preparation of a paper (a **representation options paper**) by a person who, in the opinion of the council, is qualified to address the representation and governance issues that may arise with respect to the matters under review.
- (6) The representation options paper must examine the advantages and disadvantages of the various options that are available to the council under subsection (1) (insofar as the various features of the composition and structure of the council are under review) and, in particular (to the extent that may be relevant)—
  - (a) if the council is constituted of more than 12 members—examine the question of whether the number of members should be reduced; and
  - (b) if the area of the council is divided into wards—examine the question

of whether the division of the area into wards should be abolished, (and may examine such other relevant issues as the council or the person preparing the paper thinks fit).

- (7) The council must—
  - (a) by public notice—
    - (i) inform the public of the preparation of the representation options paper; and
    - (ii) invite interested persons to make written submissions to the council on the subject of the review within a period specified by the council (being a period of at least 6 weeks); and
  - (b) publish a copy of the notice in a newspaper circulating within its area.
- (8) The council must ensure that copies of the representation options paper are available for inspection (without charge) and purchase (on payment of a fee fixed by the council) at the principal office of the council during the period that applies under subsection (7)(a)(ii).
- (8a) The council must, at the conclusion of the public consultation undertaken under subsection (7)(a), prepare a report that—
  - (a) provides information on the public consultation and the council's response to the issues arising from the submissions made as part of that process; and
  - (b) sets out—
    - (i) any proposal that the council considers should be carried into effect under this section; and
    - (ii) in respect of any such proposal—an analysis of how the proposal relates to the principles under section 26(1)(c) and the matters referred to in section 33 (to the extent that may be relevant); and
  - (c) insofar as a decision of the council is not to adopt any change under consideration as part of the representation options paper or the public consultation process—sets out the reasons for the council's decision.
- (9) The council must—
  - (a) make copies of its report available for public inspection at the principal office of the council; and
  - (b) by public notice—
    - (i) inform the public of the preparation of the report and its availability; and
    - (ii) invite interested persons to make written submissions to the council on the report within a period specified by the council (being a period of at least 3 weeks); and
  - (c) publish a copy of the notice in a newspaper circulating within its area.
- (10) The council must give any person who makes written submissions in response to

an invitation under subsection (9) an opportunity to appear personally or by representative before the council or a council committee and to be heard on those submissions.

(11) The council must then finalise its report (including in its report recommendations with respect to such related or ancillary matters as it thinks fit).

(11a) If the report proposes that the composition of the council be altered so that—

- (a) the council will have a chairperson rather than a mayor; or
- (b) the council will have a mayor rather than a chairperson, then the proposal cannot proceed unless or until a poll has been conducted on the matter and the requirements of subsection (11c) have been satisfied.

(11b) The council may, with respect to a proposal within the ambit of subsection (11a)—

- (a) insofar as may be relevant in the particular circumstances, separate the proposal (and any related proposal) from any other proposal contained in the report (and then it will be taken that the council is reporting separately on this proposal (and any related proposal));
- (b) determine to conduct the relevant poll—
  - (i) in conjunction with the next general election for the council (so that the proposal (and any related proposal) will then, if approved at the poll, take effect from polling day for the following general election); or
  - (ii) at some other time (so that the proposal (and any related proposal) will then, if approved at the poll, take effect in the manner contemplated by subsection (18)).

(11c) The following provisions apply to a poll required under subsection (11a):

- (a) the *Local Government (Elections) Act 1999* will apply to the poll subject to modifications, exclusions or additions prescribed by regulation;
- (b) the council must—
  - (i) prepare a summary of the issues surrounding the proposal to assist persons who may vote at the poll; and
  - (ii) obtain a certificate from the Electoral Commissioner that he or she is satisfied that the council has taken reasonable steps to ensure that the summary presents the arguments for and against the proposal in a fair and comprehensive manner; and
  - (iii) after obtaining the certificate of the Electoral Commissioner, ensure that copies of the summary are made available for public inspection at the principal office of the council, are available for inspection on the Internet, and are published or distributed in any other way that the Electoral Commissioner may direct;
- (c) the proposal cannot proceed unless—
  - (i) the number of persons who return ballot papers at the poll is at least equal to the prescribed level of voter participation; and
  - (ii) the majority of those persons who validly cast a vote at the poll



vote in favour of the proposal.

- (11d) For the purposes of subsection (11c)(c), the ***prescribed level of voter participation*** is a number represented by multiplying the total number of persons entitled to cast a vote at the poll by half of the turnout percentage for the council, where the ***turnout percentage*** is—
- (a) the number of persons who returned ballot papers in the contested elections for the council held at the last periodic elections, expressed as a percentage of the total number of persons entitled to vote at those elections (viewing all elections for the council as being the one election for the purposes of this provision), as determined by the Electoral Commissioner and published in such manner as the Electoral Commissioner thinks fit; or
  - (b) if no contested elections for the council were held at the last periodic elections, a percentage determined by the Electoral Commissioner for the purposes of the application of this section to the relevant council, after taking into account the turnout percentages of other councils of a similar size and type, as published in such manner as the Electoral Commissioner thinks fit.
- (12) The council must then, taking into account the operation of the preceding subsection, refer the report to the Electoral Commissioner.
- (12a) The report must be accompanied by copies of any written submissions received under subsection (9) that relate to the subject-matter of the proposal.
- (13) On receipt of a report, the Electoral Commissioner must determine whether the requirements of this section have been satisfied and then—
- (a) if of the opinion that the requirements have been satisfied—give an appropriate certificate; or
  - (b) if of the opinion that the requirements have not been satisfied—refer the matter back to the council together with a written explanation of the reasons for not giving a certificate under this subsection.
- (14) The validity of a determination of the Electoral Commissioner under subsection (13) cannot be called into question.
- (15) If a certificate is given by the Electoral Commissioner under subsection (13)(a)—
- (a) the Electoral Commissioner must specify in the certificate a day by which an appropriate notice (or notices) for the purposes of this section must be published by the council in the Gazette; and
  - (b) the council may then, by notice (or notices) in the Gazette, provide for the operation of any proposal under this section that it has recommended in its report.
- (16) If the matter is referred back to the council under subsection (13)(b), the council—
- (a) must take such action as is appropriate in the circumstances (and may, as it thinks fit, alter its report); and
  - (b) may then refer the report back to the Electoral Commissioner.
- (17) However, a council must, if it makes an alteration to its report under subsection (16)(a), comply with the requirements of subsections (9) and (10) (as if the

report (as altered) constituted a new report), unless the council determines that the alteration is of a minor nature only.

(18) A proposal under this section takes effect as follows:

- (a) if the day of publication of the relevant notice under subsection (15) occurs before 1 January of the year in which a periodic election is next due to be held then, unless paragraph (c) applies, the proposal will take effect as from polling day for that periodic election;
- (b) if the day of publication of the relevant notice under subsection (15) occurs on or after 1 January of a year in which a periodic election is due to be held (and before polling day for that periodic election) then, unless paragraph (c) applies, the proposal will take effect as from polling day for the periodic election next following the periodic election held in the year of publication;
- (c) if a general election (not being a periodic election) is held after the expiration of 7 months from the day of publication of the relevant notice under subsection (15) (and before polling day for the next periodic election after publication) then the proposal will take effect from polling day for that general election.

(18a) Subsection (18) has effect subject to the operation of subsection (11b)(b)(i).

(19) If a council—

- (a) subject to subsection (22), fails to undertake a review in accordance with the requirements of this section; or
- (b) fails to take appropriate action if a matter is referred back to the council by the Electoral Commissioner under subsection (13)(b); or
- (c) fails to publish an appropriate notice in the Gazette by the day specified by the Electoral Commissioner in a certificate under this section,

the chief executive officer must refer the matter to the Electoral Commissioner. Maximum penalty: \$2 500.

- (20) On the referral of a matter under subsection (19), the Electoral Commissioner may take such action as, in the circumstances of the particular case, appears appropriate to the Electoral Commissioner and may then, by notice in the Gazette, give effect to a proposal that could have been carried into effect by the council under this section.
- (21) The Electoral Commissioner may recover from councils costs reasonably incurred by the Electoral Commissioner in performing his or her functions under this section.
- (22) The Minister may exempt a council from the requirement to hold a review under this section on the basis that relevant issues have already been addressed by a proposal under this Chapter.
- (23) An exemption under subsection (22) may be granted on conditions determined by the Minister, including a condition that the council carry out a review under this section by a date specified by the Minister.
- (24) If—
  - (a) the area of a council is divided into wards; and

- (b) the Electoral Commissioner notifies the council in writing that the number of electors represented by a councillor for a ward varies from the ward quota by more than 20 per cent,
- then the council must undertake a review under this section within a period specified by the Electoral Commissioner.
- (25) For the purposes of subsection (24)—
  - (a) if two or more councillors represent a ward, the number of electors represented by each councillor will be taken to be the number of electors for the ward (as at a date determined by the Electoral Commissioner) divided by the number of councillors who represent the ward (ignoring any fractions resulting from the division); and
  - (b) the ward quota is the number of electors for the area (as at a date determined by the Electoral Commissioner) divided by the number of councillors for the area of the council who represent wards (ignoring any fractions resulting from the division).

## Extract from the Local Government Act 1999

### 26—Principles

(1) The Minister should, in arriving at recommendations for the purposes of this Chapter (but taking into account the nature of the proposal under consideration), have regard to—

(c) the following principles:

- (i) the resources available to local communities should be used as economically as possible while recognising the desirability of avoiding significant divisions within a community;
- (ii) proposed changes should, wherever practicable, benefit ratepayers;
- (iii) a council should have a sufficient resource base to fulfil its functions fairly, effectively and efficiently;
- (iv) a council should offer its community a reasonable range of services delivered on an efficient, flexible, equitable and responsive basis;
- (v) a council should facilitate effective planning and development within an area, and be constituted with respect to an area that can be promoted on a coherent basis;
- (vi) a council should be in a position to facilitate sustainable development, the protection of the environment and the integration of land use schemes;
- (vii) a council should reflect communities of interest of an economic, recreational, social, regional or other kind, and be consistent with community structures, values, expectations and aspirations;
- (viii) a council area should incorporate or promote an accessible centre (or centres) for local administration and services;
- (ix) the importance within the scheme of local government to ensure that local communities within large council areas can participate effectively in decisions about local matters;
- (x) in considering boundary reform, it is advantageous (but not essential) to amalgamate whole areas of councils (with associated boundary changes, if necessary), and to avoid significant dislocations within the community;
- (xi) residents should receive adequate and fair representation within the local government system, while over-representation in comparison with councils of a similar size and type should be avoided (at least in the longer term);

- (xii) the importance within the scheme of local government that a council be able to co-operate with other councils and provide an effective form of government to the community;
  - (xiii) a scheme that provides for the integration or sharing of staff and resources between two or more councils may offer a community or communities a viable and appropriate alternative to structural change options; and
- (b) the extent and frequency of previous changes affecting the council or councils under this Chapter or the repealed Act.

## Appendix

### Extract from the Local Government Act 1999

#### **33—Ward quotas**

- (1) In addition to the other requirements of this Chapter, the following matters must be taken into account, as far as practicable, in the formulation of a proposal that relates to the boundaries of a ward or wards:
    - (a) the desirability of reflecting communities of interest of an economic, social, regional or other kind;
    - (b) the population of the area, and of each ward affected or envisaged by the proposal;
    - (c) the topography of the area, and of each ward affected or envisaged by the proposal;
    - (d) the feasibility of communication between electors affected by the proposal and their elected representatives;
    - (e) the nature of substantial demographic changes that may occur in the foreseeable future;
    - (f) the need to ensure adequate and fair representation while at the same time avoiding over-representation in comparison to other councils of a similar size and type (at least in the longer term).
  - (2) A proposal that relates to the formation or alteration of wards of a council must also observe the principle that the number of electors represented by a councillor must not, as at the relevant date (assuming that the proposal were in operation), vary from the ward quota by more than 10 per cent.
- (2a) For the purposes of subsection (2)—
- (a) if it is proposed that two or more councillors represent a particular ward, the number of electors represented by each councillor will be taken to be the number of electors for the ward (as at the relevant date) divided by the number of proposed councillors for the ward (ignoring any fractions resulting from the division); and
  - (b) the ward quota will be taken to be the number of electors for the area (as at the relevant date) divided by the number of councillors for the area who represent wards (assuming that the proposal were in operation and ignoring any fractions resulting from the division); and
  - (c) the relevant date, in relation to a proposal that relates to the formation or alteration of wards of the council, will be taken to be the date on which the proposal is finalised for the purposes of this Chapter.
- (3) The 10 per cent tolerance referred to in subsection (2) may be exceeded if, on the basis of demographic changes predicted by a Commonwealth or State government agency, it appears that the ward quota will not, as at the next periodic elections, be exceeded by more than 10 per cent (the relevant date in this case being the date of the next periodic elections).

- (4) If under the repealed Act a proposal relating to the formation or alteration of wards did not comply with the corresponding provisions to subsections (2) and (3) and the relevant proposal proceeded (either in its original or an amended form) then, unless otherwise determined by proclamation, the relevant council (or each relevant council) must conduct (and complete) a review of its composition and wards under Part 1 so as to enable appropriate changes in the composition and wards of the council to take effect on or before the date of the second general election of the council after the proposal took effect or, if an earlier date has been fixed by proclamation, on or before that date.