



Notice is given that an Ordinary Meeting of Council of the Shire of Christmas Island is to be held at the Council Chambers on **Tuesday 25 October 2022 commencing at 7.00pm**

David Price
Chief Executive Officer

AGENDA

- 1 Declaration of Opening of Meeting/Announcement of Visitor**
- 2 Record of Attendance/Apologies/Leave of Absence/Declaration of Financial/Proximity/Impartiality Interests**
 - 2.1 Attendance
 - 2.2 Leave of Absence
 - 2.3 Apologies
 - 2.4 Declaration of Interests
- 3 Response to Previous Public Questions Taken on Notice**
- 4 Public Question Time**
- 5 Applications for Leave of Absence**
- 6 Petitions/Deputations/Presentations**
- 7 Confirmation of Minutes of Previous Meetings/Business arising from the Minutes of Previous Meetings**
 - 7.1 Minutes of Ordinary Council Meeting held on 27 September 2022 (pg 1-5)
 - 7.2 Business Arising from the Minutes of Previous Meetings
- 8 Announcements by Presiding Member Without Discussion**
- 9 Reports of Committees**
 - 9.1 Minutes of Committee Meetings (pg 6-13)
- 10 Reports of Officers**
 - 10.1 Chief Executive Officer**
 - 10.1.1 Appointment of Acting CEO (pg 14)
 - 10.1.2 Lily Beach Precinct Redevelopment (pg 15-16)
 - 10.1.3 Local Government Reform (pg 17-50)
 - 10.2 Director Finance & Administration**
 - 10.2.1 Schedule of Accounts – September 2022 (pg 51-58)
 - 10.2.2 Financial Statements – September 2022 (pg 59-63)
 - 10.3 Director Community/Recreation Services & Training**
 - 10.4 Director Works, Services & Waste**
 - 10.5 Director Planning, Governance & Policy**
 - 10.5.1 Heritage Survey List Creation (pg 64-96)
- 11 Elected Members Motions of which Previous Notice has been given**
- 12 New Business of an Urgent Nature Introduced by Decision of the Meeting**
- 13 Behind Closed Doors**
- 14 Closure of Meeting**
- 15 Date of the next Ordinary Meeting**
22 November 2022



UNCONFIRMED MINUTES

Ordinary Meeting of the Shire of Christmas Island held at the George Fam Chambers at 7.00pm on Tuesday 27 September 2022

1 DECLARATION OF OPENING/ANNOUNCEMENT OF VISITORS

- 1.1 Deputy Shire President FOO declared the meeting open at 7.00pm.
- 1.2 The Council Meeting observed a minute silence for the passing of Her Majesty Queen Elizabeth 2nd.
- 1.3 The Deputy Shire President FOO welcomed the new Director of Works, Services and Waste Troy DAVIS to the Shire.

2 RECORD OF ATTENDANCE/APOLOGIES/LEAVE OF ABSENCE/DECLARATIONS OF FINANCIAL INTEREST

2.1 Record of Attendance

Deputy President
Councillors

Cr Kee Heng **FOO**
Cr Philip **WOO**
Cr Kelvin Kok Bin **LEE**
Cr Hafiz **MASLI**
Cr Farzian **ZAINAL**
Cr Azmi **YON**

Chief Executive Officer
Director Works, Services & Waste
Director GRPG /Minute Taker

David **PRICE**
Troy **DAVIS**
Chris **SU**

2.2 Leave of Absence

Councillor

Cr Vincent Cheng-Siew **SAW**

2.3 Apologies

Shire President
Councillor
Director of Finance and ICT
Director of Community Services, Recreation and Training

Cr Gordon **THOMSON**
Cr Morgan Boon Hwa **SOH**
KIM **Chua**
Oliver **LINES**

2.4 Declarations of Financial/Impartiality/Proximity Interest

3 RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE

4 PUBLIC QUESTION TIME

- 4.1 Cr YON requested on behalf of Flying Fish Cove residents if aluminium picnic bench seating could be provided in the playground area of Kampong Padang. CEO PRICE responded he will follow up with the Director for Community Services on this.
- 4.2 Cr ZAINAL requested clarification on behalf of Flying Fish Cove residents about the approval given for Flying Fish Café to operate their food truck. Residents are concerned with parking congestion and foot traffic in the residential area where the FFC food truck has been operating from. CEO PRICE advised that planning approval was provided for Police Padang and the area next to the Marine Building at the Cove. The Shire will liaise with the Flying Fish Café food truck operators.

- 4.3 Cr ZAINAL provided feedback that the fence shadesail at the volleyball court in the Foreshore Padang precinct need to be secured. CEO PRICE said this will be seen to.
- 4.4 Cr YON provided feedback from the community on the progress of works at the Foreshore Padang precinct. CEO PRICE reports that the works are nearing completion; the bike path will be completed in the coming months. The main Foreshore Padang precinct will be complete for the opening of the Territory Week Festival this coming weekend.

CEO PRICE advised Council that the next precinct for improvement will be the Lily Beach Precinct. Public input will be sought for a Master Plan for the precinct in the following months with a view to fund the community approved Master Plan in the new financial year.

- 4.5 Cr ZAINAL requested an updated on the traffic island removal in the Mosque parking lot area. CEO PRICE advised he will brief Troy DAVIS on the request and seek to action a resolution soon.

5 APPLICATIONS FOR LEAVE OF ABSENCE

6 PETITIONS/DEPUTATIONS/PRESENTATIONS

7 CONFIRMATION OF MINUTES OF PREVIOUS MEETINGS/BUSINESS ARISING FROM THE MINUTES OF PREVIOUS MEETINGS

7.1 Minutes of Ordinary Council Meeting held on 23 August 2022

Members considered the unconfirmed minutes.

Council Resolution

Moved: Cr MASLI

Seconded: Cr WOO

Res. No: 82/22

That Council adopt the unconfirmed minutes of the 23 August 2022 Council Meeting.

Carried: 6/0

7.2 Business Arising from the Minutes of Previous Meetings

8 ANNOUNCEMENTS BY PRESIDING MEMBER WITHOUT DISCUSSION

9 REPORTS OF COMMITTEES

10 REPORTS OF OFFICERS

10.1 Chief Executive Officer

10.1.1 Budget Adjustment 2022/23

Council Resolution

Moved: Cr YON

Seconded: Cr LEE

Res. No: 83/22

That the Budget Adjustment for the 22/23 budget be approved.

Carried: 6/0

10.1.2 Extension of Development Application (Detached Ancillary Dwelling)

Council Resolution

Moved: Cr LEE

Seconded: Cr YON

Res. No: 84/22

The request for an extension on the Development Application approved 24 July 2018 to 27 September 2024 be approved with the following conditions

1. Unless otherwise permitted under other conditions of this approval, all development shall be in accordance with the approved development plans (attached) that form part of this

development approval.

2. This development approval will expire if the approved development is not substantially commenced within two (2) years of the date of issue of this approval, or, within any extended period of time for which the Shire of Christmas Island has granted prior written consent.
3. All stormwater shall be retained and disposed of on-site to the satisfaction of the Chief Executive Officer of the Shire of Christmas Island prior to the occupation of the grouped dwelling. Plans demonstrating how this can be achieved, including the location and size of soak-wells, shall be submitted for approval prior to the issue of a building permit.
4. Details of materials, colours and finishes for the proposed grouped dwelling shall be submitted for approval by the Chief Executive Officer of the Shire of Christmas Island prior to the issue of a building permit.
5. The applicant shall submit a geotechnical report verifying that the proposed grouped dwelling would comply with WAPC's SPP 2.6 – State Coastal Planning in regard to site stability.
6. The subject development shall be connected to reticulated water and sewer services.
7. The proposed crossover from Triadic Crescent and car parking bay(s) for the proposed grouped dwelling shall be upgraded and drained to an appropriate standard to the satisfaction of the local government, prior to the occupation of the grouped dwelling and compliant with Australian Standard 2890.1-2004.
8. This approval effectively supersedes previous planning approval issued for an unattached ancillary dwelling at this location.

Advice Notes:

- i) This is development approval only. The applicant/owner is advised that it is their responsibility to obtain a building permit prior to construction commencing.
- ii) The applicant is advised that the site is located in an area defined 'Vulnerable Coastal Area –This lot is located in an area likely to be subject to coastal erosion and/or inundation over the next 100 years.' (Western Australian Planning Commission)
- iii) The applicant is advised that the application has also been assessed with regard to the proposed subdivision of the site into four lots. In the event the subdivision proceeds the ancillary dwelling would automatically convert to the definition/classification of a single dwelling under the R-Codes.
- iv) The Shire of Christmas Island advises that where a development approval contains conditions which are required to be fulfilled prior to the commencement of site works, to commence development prior to fulfilling these conditions is contrary to this approval and therefore unauthorised development.
- v) The landowner is reminded of their responsibilities under the Environmental Protection and Biodiversity Act 1999, as the subject site is located with a heritage precinct entered on the Commonwealth Heritage List.

Carried: 6/0

10.1.3 Freedom of Information

Council Resolution

Moved: Cr LEE

Seconded: Cr MASLI

Res. No: 85/22

Council endorsed the inclusion of Freedom of Information drop down on the Shire's Web page that outlined the Freedom of Information provisions, a Freedom of Information Statement and an application process to lodge an application as outlined in attachments 10.1.3.1, 10.1.3.2 and 10.1.3.3.

Carried: 6/0

10.1.4 Addition to Existing Grouped Dwelling (Patio)

Council Resolution

Moved: Cr MASLI

Seconded: Cr WOO

Res. No: 86/22

Council grants development approval for a patio at 119A Gaze Road, Christmas Island subject to the following conditions:

1. All development shall be in accordance with the approved development plans (attached) that form part of this development approval unless modified by other conditions of approval.
2. This development approval will expire if the approved development is not substantially commenced within two (2) years of the date of issue of this approval, or, within any extended period of time for which the Shire of Christmas Island has granted prior written consent.
3. Stormwater is to be contained on-site, or appropriately treated and connected to the local drainage system. Prior to the commencement of site works, detailed drainage plans are to be submitted for approval, to the satisfaction for the local government.
4. On application for a building licence, the applicant shall provide engineer certified drawings demonstrating that the all structures are compliant with Building Code requirements.
5. Details of materials, colours and finishes for the outbuilding shall be submitted for approval by the Chief Executive Officer of the Shire of Christmas Island prior to the issue of a building permit. External treatments and colours should be consistent with that prevailing in the Settlement Heritage precinct.
6. The structure is to receive structural engineer's certification for the wind loading and connection requirements for this location.

Carried: 6/0

10.2 Manager Finance & Administration

10.2.1 Schedule of Accounts – August 2022

Council Resolution

Moved: Cr WOO

Seconded: Cr LEE

Res. No: 87/22

That Council approves the expenditure as presented in August 2022 Schedule of Accounts

Carried: 6/0

10.2.2 Financial Statements - August 2022

Council Resolution

Moved: Cr LEE

Seconded: Cr MASLI

Res. No: 88/22

That Council receives the Financial Statements of August 2022 for the Municipal Fund.

Carried: 6/0

10.3 Manager Community/Recreation Services & Training

10.4 Manager Works, Services & Waste

10.5 Manager Governance, Research, Policy & Grants

10.5.1 Policy Manual Review

Council Resolution

Moved: Cr WOO

Seconded: Cr LEE

Res. No: 89/22

That Council adopts the following reviewed policies –

- Financial Policy 1 - Regional Price Preference
- Financial Policy 2 – Purchasing
- Financial Policy 2.1- Purchasing - Petty Cash

Financial Policy 3 – Corporate Credit Cards
Financial Policy 4 – Financial - Significant Accounting
Financial Policy 5 - Debt Recovery
Financial Policy 6 – Investment
Financial Policy 7- COVID-19 Financial Hardship Policy
Waste Policy 1 – Provision of Waste Collection Services
Waste Policy 2 – Disposal of Demolition Materials
Works and Services Policy 1 – Private Works
Works and Services Policy 2 – Plant and Vehicle Replacement

Carried: 6/0

11 ELECTED MEMBERS MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN

12 NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY DECISION OF THE MEETING

13 BEHIND CLOSED DOORS

Council Resolution

Moved: Cr LEE

Seconded: Cr WOO

Res. No: 90/22

The meeting be closed to members of the public in accordance with section 5.23(2) of the Local Government Act 1995 for council to discuss matter of a confidential nature.

Carried: 6/0

13.1 2022 CEO Performance Review

Council Resolution

Moved: Cr MASLE

Seconded: Cr YON

Res. No: 91/22

1. Council received and endorses the 2022-2023 Performance appraisal assessment report and Attachment A CEO Performance Review 2022 (attachment 13.1.1)

Carried: /0

Council Resolution

Moved: Cr Lee

Seconded: Cr YON

Res. No: 92/22

The meeting be reopened to members of the public.

Carried: 6/0

14 CLOSURE OF MEETING

The Deputy Shire President closed the meeting at 7.39pm

15 DATE OF NEXT MEETING: 25 October 2022



SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Ordinary Council Meeting 25 October 2022
AGENDA REFERENCE	9.1
SUBJECT	Minutes of Committee Meetings
LOCATION/ADDRESS/APPLICANT	Nil
FILE REFERENCE	2.4.1
INTEREST DISCLOSURE	None
DATE OF REPORT	20/10/2022
AUTHOR	Chris Su, Director Planning, Governance & Policy
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

RECOMMENDATION

That the Confirmed Minutes of the Community Consultative Committee meeting of June 1st 2022 and Fishery Management Committee of June 8th 2022 be adopted.

BACKGROUND

COMMENT

Confirmed minutes of the CCC and FMC are presented. Both committees have draft minutes following that have yet to be confirmed by respective committees for presentation.

STATUTORY ENVIRONMENT

There are no statutory environment implications arising from this matter.

POLICY IMPLICATIONS

There are no significant policy implications arising from this matter.

FINANCIAL IMPLICATIONS

There are no significant financial policy implications arising from this matter.

STRATEGIC IMPLICATIONS & MILESTONES

There are no significant strategic implications arising from this matter.

VOTING REQUIREMENTS

A simple majority is required.

ATTACHMENTS

- 9.1.1 Confirmed CCC minutes of June 1st 2022
- 9.1.2 Confirmed FMC minutes of June 8th 2022



CONFIRMED MINUTES OF MEETING

Meeting of the Community Consultative Committee (CCC) of the Shire of Christmas Island held at the George Fam Centre at 4.15pm Wednesday 1st June 2022

1 Declaration of Opening of Meeting / Announcement of Visitors

- 1.1 Gordon THOMSON declared the meeting opened at 4.20pm

2 Record of Attendance/Apologies/Leave of Absence/Declarations of Financial, Proximity or Impartiality Interest

Attendees:

Community Consultative Committee

Shire President
Council Representative
CI Neighbourhood Centre
Shire CEO
Union of Christmas Island Workers
Christmas Island Tourism Assoc.
Chinese Literary Association

Poon Saan Club
Christmas Island Phosphates
Christian Fellowship

Minute Taker

Apologies

Committee Member
Committee Member

Visitor:

Minute Taker

Gordon **THOMSON**
Hafiz **MASLI**
Oliver **LINES**
David **PRICE**
Kelvin **LEE**
David **WATCHORN**
TAN Teik Kiang (voting member)
Lee Mo Eer Yong
Suzane **CHAN**
Joy **WICKENDEN**
Stephanie **SAMBELL**

Karin **Lines-Lwin**

Azmi **Yon**
Chris **Su**

Hélène **BARTLESON**

Karin **LINES-LWIN**

3. Confirmation of Previous Minutes, Business Arising and Action Items
3.1 Confirmation of Minutes of 6th April 2022

CCC Resolution

Moved: Stephanie **SAMBELL** **Seconded:** Kelvin **LEE** **Res. No:** **CCC 4/21**

That the CCC confirm that the minutes of the Wednesday 6th April 2022 meeting are a true and accurate record.

Carried: **10/0**

3.1 Acceptance of notes of joint CCC-FMC with Parks Australia of 5th May 2022

CCC Resolution

Moved: David **Price** **Seconded:** Oliver **Lines** **Res. No:** **CCC5/21**

That the CCC accept the notes of the joint CCC-FMC Thursday 5th May 2022 meeting with National Parks Director Jody Swirepik

Carried: **10/0**

	Action Item	CCC Meeting	Action Officer	Status
1.	DIRDC Community Engagement Protocol-DIRDC still has not responded to August 15th 2019 request by CCC Secretariat for copy of DIRC's Community Engagement Protocol.	August 2019	Chris Su	Still awaiting from DITCRD correspondence on pause
2.	Awaiting response from NDIS Minister Linda Reynolds on CCC letter of 12 April 2021 on whether or not the NDIS will continue to apply on CI in the future	April 7 th 2021	Shire CEO	Still awaiting from NDIS Minister. NOTE – New NDIS Minister incoming. NDIS has been in effect on CI since 4/2021. Does this need to be revisited?

3.	Chris Su to follow up with IOTHS if the new W.A PATS increment from \$60-\$100 daily will apply for the IOTs	November 15 th 2021	Chris Su	Chris Su followed up. Awaiting update.
4.	WA Museums to submit 2022-2023 Work Plan for Christmas Island	March 2nd 2022	Polly Smith	Sent correspondence to WA Museums 29/4. No response.

4. Agenda Business

4.1 Christmas Island Housing Stress Data

- 81 persons responded to the CI Housing survey. This is a satisfactory sized sample group to extract and extrapolate data points.
- Housing Stress survey methods used discussed. 81 members of community responded to Housing Stress survey. Satisfactory sized sample group. Early observations - 45% of persons who pay rent experiencing housing stress, this is defined as paying at least 30% of household expenditure on accommodation.
- More observations will be deduced as staff members assigned to task return to Island after Hari Raya. CCC members may pose questions to the survey team who can work to deduce an answer from the data set available.

4.2 Christmas Island Freight Delays

- Air freight considered a reliable carrier of mail, constraints discussed; delayed mail due on Christmas Island an impact of online bulk purchases in consumer retail, sent as priority.
- Council passed resolution at the 26th April Council meeting that a refund of the \$2.50/kg paid for the 'Priority Uplift' service to Islanders as the service was not provided. The Shire notes the constant offload of non-perishable cargo from the fortnightly freight plane even though 'Priority Uplift' was paid for.
- Allocation priority of cargo to be reviewed as a matter of urgency; discussed balance of perishable cargo, non-perishable cargo and mail, reviewed as a matter of urgency:
 - * 1st priority – Essential Medical supplies.
 - * 2nd priority - Perishable Fresh foods.
 - * 3rd priority - Mail as addressed from Hospitals, Medical Practitioners.

4.3 Christmas Island Flight Availability

- Long term issue in need of an intervention.

- Flight and freight costs diminish the market economy and the population.
- Sea freight is not reliable, dependent on weather conditions.
- Residents record lack of availability of flights to and from Christmas Island for specialist appointments, mail delivery is compromised due to online purchases marked a priority.
- The Department organising logistics expert to visit Christmas Island and conduct investigation. Gordon to ring Minister's office to seek resolution as shipping costs and reliability of flights an issue. To be advised when investigation will commence.

CCC Resolution

Moved: David PRICE

Seconded: Joy WICKENDON

Res. No:

CCC6/21

That fresh perishable foods and medical supplies are not to be offloaded from air freight and passenger flights. That the CCC request to be consulted in a formal meeting with the Department on the matter of freight. That the CCC be informed of the travel dates of the logistics consultants the Department has engaged for the review of freight.

Carried: 10/0

4.4 Hélène Bartleson - Heritage Matters Presentation

Helene Bartleson and CCC Members discussed the opportunity to provide input into the upcoming *Local Heritage Survey List* as the *Heritage Act WA (2008)* takes effect next financial year.

Members discussed the historical, social and spiritual sites of significance important to their constituent community groups and the Island in general. Agreed that Islanders are the custodians of the local stories and should take this opportunity to document their stories of experience and place formally in the *Local Heritage Survey List*. This ties into the WA Museum's proposed *Christmas Island Oral History Program* discussed at the April CCC meeting with Polly Smith, WA Museums.

CCC Members put forward that the community should be asked to nominate to the *Local Heritage Survey List* to assist the Commonwealth's *CI Strategic Assessment* in this area.

5. General Business: Nil

6. Closure of Meeting: 6.10pm

Fishery Management Committee 2022

Confirmed Minutes of the Fishery Management Committee Meeting

8th June 2022

Date: 08/06/2022

Location: George Fam Council Chambers

1. Declaration of Opening

Chairperson Azmi YON opens meeting at 4.40

2. Record of Attendance / Apologies / Leave of Absence / Declaration of Financial, Proximity or Impartiality Interest

Attendees:

Chairperson

Mr Azmi **YON**

Committee Members

David **PRICE**

Gordon **THOMSON**

Rosnah **PAL**

Chris **SU**

Brady **COLLETT**

Kelvin **LEE**

Mark **ROCHFORD** (4.55)

Guests:

Sea Country

Kendra **TRAVAILLE**

Pew Charitable Trusts

Fiona **MAXWELL**

Christabel **MITCHELL**

Apologies:

Committee

Kelana **ARSHAD**

Committee

Sharin **JAMIL**

Minute Taker:

Research Officer

Karin **LINES-LWIN**

3. Action Items/Business Arising

3.1 Governance

FMC members submitted their self-profiles to Kendra TRAVAILLE for use in the Minister's declaration of Fishery Advisory Council.

The Christmas Island Fisheries Ordinance will re-commence its 14 day sitting period after Parliament resumes at the end of July. The Fishery Advisory Council will be declared by the new Minister for Environment after this process.

Fishery Management Committee 2022

3.2 FMC funding

No updates to provide regarding the funding of fisheries services for the IOTs. Noted that the Parliament has yet to sit.

3.3 Marine Park Interim-Committee Terms of Reference

Mike MISSO yet to contact FMC regarding Terms of Reference for Marine Park Interim-Committee

3.4 Mooring Discussions

Chris SU provided that Mike MISSO has informed him that National Parks will take on board the creation of Moorings in the yellow zone; the FMC need not list it as a grant project application.

4. Confirmation of Previous Minutes

4.1 Motion:

That the minutes of the 27th of April 2022 be confirmed as a true and accurate record of the meeting.

Moved: Gordon THOMSON

Seconded: Kelvin LEE

Carried: 7/0

Resolution: FMC4/2022

4.2 Motion:

That the minutes of the joint CCC+FMC meeting of 5th May 2022 with Dr. Jody Swirepik be confirmed as a true and accurate record.

Moved: Chris SU

Seconded: Kelvin LEE

Carried: 7/0

Resolution: FMC5/2022

5. Agenda Business

5.1 FMC review the IOT Marine Park Grant requests for letters of support from various mainland institutions.

16:55 – Mark ROCHFORD arrives.

IOT Marine Grant Proposal	Proponent	Supported
Inspiring Youth Conservation Leadership through Educational Marine Managed Areas (EMMA)	Lyn Gaff	Yes
Integrating local and scientific knowledge	UWA	No

Fishery Management Committee 2022

of the dynamics and impacts of marine debris in the Indian Ocean Territories		
Mapping Marine Habits on CKI and CI	Sea Country and co	Yes
Diving into the unknown - understanding the importance of deep reef habitats in the IOT Marine Parks”	James Cook Uni	Yes
Marine Connectivity – impact of plastics and other marine stresses on fish population and health of eco-systems	Dr Treml, Deakin Uni	Yes
Coral reef monitoring, research and capacity building in the Indian Ocean Territories (IOTs) Marine Parks”	James Cook Uni, et. A;l	Yes
Biodiversity of the reef-building corals of the Indian Ocean Territories	Baird, Bridge and Cowman	No

Motion:

That the FMC write letters of support as requested to the projects the FMC has chosen to support at the 8th June 2022 FMC meeting.

Moved: Chris **SU**

Seconded: Gordon **THOMSON**

Carried: 7/0

Resolution: FMC6/2022

6. General Business

Nil

Meeting Closed: 6.30pm

Next Meeting: TBA



SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Ordinary Council Meeting 25 October 2022
AGENDA REFERENCE	10.1.1
SUBJECT	Appointment of Acting CEO
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	1.9.1
INTEREST DISCLOSURE	None
DATE OF REPORT	12 October 2022
AUTHOR	David Price, CEO
SIGNATURE OF CEO	SIGNED

RECOMMENDATION

That Council appoints the Director Governance, Research, Policy & Grants Chris Su as acting CEO for the period of 31 October 2022 to 16 December 2022 and the Director Finance and Administration Kim Chua as Acting Chief Executive Officer for the period 17 December 2022 to 10 January 2023 and that the applicable higher duties apply.

BACKGROUND

Council is advised that the CEO will be absent from the Island for the period 28 October 2022 to 4 November 2022 on Council business in Perth and then on leave until the 10 January 2023. In the past Council has appointed an Acting CEO when the CEO has been absent from the Island for any period of time longer than one week.

COMMENT

Council has previously appointed other Directors as Acting CEO's during periods of absence by the CEO of more than 1 week, and as the Director Governance, Research, Policy & Grants is off Christmas Island from 16 December 2022 it is recommended that the Director Finance and Administration act as the CEO for the period 17 December 2022 to 10 January 2023.

STATUTORY ENVIRONMENT

There are 2 Council or Committee meetings scheduled during the CEO's absence.

POLICY IMPLICATIONS

Nil

FINANCIAL IMPLICATIONS

The Acting CEO to be paid higher duties remuneration (or equivalent) for the period of absence by the CEO in accordance with past practice.

STRATEGIC IMPLICATIONS

Nil

VOTING REQUIREMENTS

A simple majority is required.



SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Ordinary Council Meeting 25 October 2022
AGENDA REFERENCE	10.1.2
SUBJECT	Lily Beach precinct redevelopment
LOCATION/ADDRESS/APPLICANT	Lily Beach
FILE REFERENCE	
INTEREST DISCLOSURE	
DATE OF REPORT	12 October 2022
AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

RECOMMENDATIONS

The CEO to develop a draft Lily Beach Precinct Redevelopment Master Plan to be circulation for public comment in early 2023, and a final Lily Beach Redevelopment Master Plan to be presented to Council for consideration in the lead up to the development of the 23/24 budget.

BACKGROUND

The Shire has a Management Order over the Lily Beach Precinct

COMMENT

Due to the high exposure to salt water spray in that area the infrastructure in particular the gazebos are in need of a complete overall. This provides the Shire with the opportunity to develop a Lily Beach Precinct Redevelopment Master Plan to be presented to Council for consideration in the lead up to the development of the 23/24 budget.

The draft plan for circulation for public comment should identify the following area for inclusion:

- Reconstruction of the gazebos with possible wood BBQs to be included
- The instillation of a designed fire pit
- The provision of fire extinguishers
- The provision of more water storage capacity
- The redesign and upgrade of the toilets
- The insulation of more solar lighting
- The sealing of the car park area
- In conjunction with the IOTA the upgrade of the walking path to Ethel Beach

With the completion of the Foreshore Padang scheduled by the middle of 2023 the redevelopment of the Lily Beach Precinct and subject to budget allocation for 23/24 would enable the Shire's Project Team to proceed with the upgrade once the Foreshore Padang was completed.

STATUTORY ENVIRONMENT

POLICY IMPLICATIONS

FINANCIAL IMPLICATIONS

Require budget allocation in the 23/24 Budget

STRATEGIC IMPLICATIONS & MILESTONES**VOTING REQUIREMENTS**

Simple Majority

ATTACHMENT

None



SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Ordinary Council Meeting 25 October 2022
AGENDA REFERENCE	10.1.3
SUBJECT	Local Government Reform
LOCATION/ADDRESS/APPLICANT	
FILE REFERENCE	
INTEREST DISCLOSURE	Nil
DATE OF REPORT	14 October 2022
AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

RECOMMENDATIONS

That Council decides to follow Reform Election Pathway as outlined in the Hon John Carey MLA correspondence of 20 September 2022, and will make a submission to the Local Government Advisory Board (the Advisory Board) for the allocation of 7 Councillors for the Shire of Christmas Island in the reform proposals and in line with the Full Reform Proposals 4.5 Tiered Limits on the Number of Councillors which provides for local governments with a population of up to 5000 people to decide to have 5,6,or 7 councillors.

BACKGROUND

The Hon John Carey MLA Minister for Local Government WA wrote to all Local Councils on 20 September on the final package of proposed local government reforms.

The new requirements that will be introduced as he outlined are:

- Reduce the number of elected members on council in accordance with population thresholds; or
- Change from a council elected mayor or president to a directly elected mayor or president (this reform affects only band 1 and 2 local governments); or
- Abolish wards (for band 3 and 4 local governments with wards); or
- Implement more than one of the above.”

COMMENT

Of the three reform proposals as outlined in the Minister correspondence only the reduction in the number of elected members on council effects the Shire of Christmas Island.

There are two pathways to achieve that that, the Voluntary Pathway and the Reform Election Pathway.

For the Shire to enter the Voluntary Pathway would require as outlined in the Minister Correspondence to:

- Advise the DLGSC of its intention to undertake a voluntary process. This advice should include a high-level plan outlining the potential changes to be implemented for the ordinary elections to be held in 2023 (and in 2025, if applicable); and

- Initiate a Ward and Representation Review to determine the specific changes to the structure of the council for the 2023 and 2025 ordinary elections, to be completed by 14 February 2023.

The timeline as set out in Table 1 of the Minister's correspondence for the voluntary process is arduous and difficult to complete by 14 February 2023.

The other pathway is the Reform Election Pathway this would result in the Advisory Board making a recommendation to the Minister on the number of elected member on council and for a full election of that number at the ordinary Local Government elections in 2023.

The Department of Department of Local Government, Sport and Culture Industries have advised that the Shire could make a submission to the Advisory Board on the future number of councillors for the Shire of Christmas Island within the Reform Election Pathway.

STATUTORY ENVIRONMENT

Local Government Act 1995

POLICY IMPLICATIONS

Nil

FINANCIAL IMPLICATIONS

Possible reduction of Governance costs in future budgets with the reduction in the number of councillors

STRATEGIC IMPLICATIONS & MILESTONES

Nil

VOTING REQUIREMENTS

Simple Majority

ATTACHMENT

- 10.1.3.1 - Correspondence date 20 September 2022 from the Hon John Cleary MLA
- 10.1.3.2 - Full Reform Proposals (Department of Local Government, Sport and Culture Industries)



Hon John Carey MLA
Minister for Housing; Lands; Homelessness; Local Government

Our Ref: 78-08502 (Category 5)

20 September 2022

Dear Local Government Chief Executive Officers

MEMORANDUM TO CHIEF EXECUTIVE OFFICERS
LOCAL GOVERNMENT REFORMS: ELECTION TRANSITION ARRANGEMENTS
(CHANGES TO COUNCIL SIZE)

On 3 July 2022, I announced the final package of proposed local government reforms, following a review of public submissions. As part of the reforms to strengthen local democracy and increase community engagement, new requirements will be introduced to provide for:

- The introduction of optional preferential voting;
- Directly elected Mayors and Presidents for band 1 and 2 local governments;
- Councillor numbers based on population; and
- The removal of wards for band 3 and 4 local governments.

Work on a Bill to amend the *Local Government Act 1995* (the Act) is ongoing, and a Bill is expected to be introduced into Parliament in early 2023.

Many of the reform proposals related to council representation are based on recent trends, and are intended to provide greater consistency between districts. Accordingly, for more than half of all local governments, the reforms will not require any specific change to the size or structure of the council.

However, the reform proposals do require some local governments to:

- Reduce the number of elected members on council in accordance with population thresholds; or
- Change from a council elected mayor or president to a directly elected mayor or president (this reform affects only band 1 and 2 local governments); or
- Abolish wards (for band 3 and 4 local governments with wards); or
- Implement more than one of the above.

The Amendment Act will also provide that optional preferential voting will apply for all local government elections. As you may know, optional preferential voting means that all electors have the choice to number preferences for as many or as few candidates as they wish to.

I appreciate the significant interest in the reform proposals, and transitional arrangements for the upcoming 2023 ordinary elections. Many councils have expressed a proactive intent to implement reforms as early as possible.

Level 7, Dumas House, 2 Havelock Street, West Perth, WA, 6005
Telephone: +61 8 6552 5300 Facsimile: +61 8 6552 5301 Email: minister.carey@dpc.wa.gov.au

I also acknowledge that, for some local governments, it may be desirable to implement changes to the size of the elected council over two ordinary election cycles.

The Department of Local Government, Sport and Cultural Industries (DLGSC) has completed an initial review, and identified that your local government may need to reduce the number of council members under the proposed reforms.

As you would know, the Act already provides that local governments may initiate proposals to change the size or structure of the council. Accordingly, I write to advise of two pathways your local government may consider for making these election transition arrangements.

Voluntary Pathway

Your local government may decide to implement these changes on a voluntary basis. This pathway will require the council to make the steps outlined below, and could involve staging any larger changes in the number of councillors over two ordinary elections. This pathway provides the greatest possible lead time to plan for next year's ordinary elections.

If your council wishes to undertake this process, it should, by 28 October 2022:

- Advise the DLGSC of its intention to undertake a voluntary process. This advice should include a high-level plan outlining the potential changes to be implemented for the ordinary elections to be held in 2023 (and in 2025, if applicable); and
- Initiate a Ward and Representation Review to determine the specific changes to the structure of the council for the 2023 and 2025 ordinary elections, to be completed by 14 February 2023.

I appreciate that significant effort is required to complete a Ward and Representation Review. The Ward and Representation Review would need to be initiated ahead of the 28 October 2022 date, and finalised by 14 February 2023, to ensure that the timeframes set out in the Act can be practically met. While the Ward and Representation Review can consider the size of the council, and any wards, any changes should not diverge from the proposed reforms.

Further information is attached to this letter to assist with this process.

Reform Election Pathway

Alternatively, it is intended that the Amendment Act will provide for all changes to be implemented through reform elections in 2023. This pathway would provide that all of the council's offices can be declared vacant, all wards can be abolished (if applicable), and the number of council offices would be set based on the reform proposals.

Elections would then be held to fill all council offices, with a split between two and four year terms as might be necessary to re-establish an ordinary election cycle. For local governments in band 1 or 2, the newly-elected council would then be able to consider whether to establish new wards through a future Ward and Representation Review.

Your local government may specifically decide to follow the Reform Election Pathway. If this is the council's intention, I request that you advise the DLGSC by 28 October 2022.

It is also intended that the Amendment Act will contain provisions for the Reform Election Pathway to apply if a local government:

- Does not advise of an intention to follow the Voluntary Pathway, or
- Decides to follow the Voluntary Pathway, but does not suitably complete a Ward and Representation Review by the dates outlined in this letter.

Next Steps

In line with the above, I request that your council considers these matters, and provides formal written advice on the preferred pathway to the DLGSC by 28 October 2022. Given the timeframes already established in the Act, no extension to the dates specified in this letter will be possible.

The DLGSC is available to assist with these election transition arrangements. If you require any assistance, please contact Ms Julie Craig, Strategy and Research Officer, on 6552 7300 or at advisoryboard@dlgsc.wa.gov.au.

I have also written a formal letter to the Mayor or President of your local government, which contains the same information as this memorandum. That letter should be received shortly.

Yours sincerely



HON JOHN CAREY MLA
MINISTER FOR LOCAL GOVERNMENT

Att: Timeline and steps – local government ward and representation reviews

Timeline and steps – local government ward and representation reviews

The following steps will need to occur to allow all required local governments to meet the **30 June 2023** timeframe of publication in the Government Gazette of any proposed ward and representation review changes, ahead of the October 2023 local government elections. Please note that all stages that are currently followed for 'regular' reviews are included below.

Table 1 includes suggested timeframes which will need to be considered by all local governments that will be required to undertake a review ahead of the October 2023 elections.

All local governments should aim to have their completed reviews submitted to the Local Government Advisory Board (the Advisory Board) by no later than **14 February 2023**.

Table 1 – proposed timeframes for local government actions

Due date (latest possible)	Requirements/actions
28 October 2022	Council resolves to undertake a ward and representation review A comprehensive discussion paper is developed
December 2022	Completion of six-week consultation period
December 2022 - January 2023	Draft review report is prepared, considered and adopted by council
14 February 2023	Formal review report is submitted to the Advisory Board

Please note that the above dates are suggestions only, as each council will have to consider their own calendars for their monthly meetings. It is also possible that some affected councils will have an earlier meeting in December 2022, and then no meeting in January 2023. This is why mid to late December 2022 is suggested as the date by which the draft review report should be considered by council.

Full Reform Proposals

Factsheet: Local Government Reform

Contents

- [Theme 1: Early intervention, effective regulation and stronger penalties \(#1\)](#)
- [Theme 2: Reducing red tape, increasing consistency and simplicity \(#2\)](#)
- [Theme 3: Greater transparency and accountability \(#3\)](#)
- [Theme 4: Stronger local democracy and community engagement \(#4\)](#)
- [Theme 5: Clear roles and responsibilities \(#5\)](#)
- [Theme 6: Improved financial management and reporting \(#6\)](#)

Theme 1: Early intervention, effective regulation and stronger penalties

1.1 Early intervention powers

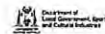
Current provisions

- The Act provides the means to regulate the conduct of local government staff and council members and sets out powers to scrutinise the affairs of local government. The Act provides certain limited powers to:
 - suspend or dismiss councils
 - appoint commissioners
 - suspend or order remedial action (such as training) for individual councillors.
- The Act also provides the Director General with the power to:
 - conduct authorised inquiries
 - refer allegations of serious or recurrent breaches to the State Administrative Tribunal
 - commence prosecution for an offence under the Act.
- Authorised inquiries are a costly and relatively slow response to significant issues. Authorised inquiries are currently the only significant tool for addressing significant issues within a local government.
- The Panel Report, City of Perth Inquiry and the Select Committee Report made various recommendations related to the establishment of a specific office for local government oversight.

Original proposal

- It is proposed to establish a Chief Inspector of Local Government (the inspector), supported by an Office of the Local Government Inspector (the inspectorate).

Print this page 



Local Government Reforms:
Full Reform Proposals



Download



[LGA Reform Proposals.pdf \(43 KB\)](#)

https://www.dlgsc.wa.gov.au/docs/default-source/local-government/local-government-reform/lga-reform-proposals-designed.pdf?sfvrsn=153d0f28_6

Tags

- [reform](#)
[/department/publications/-in-tags/tags/reform](#)

- The inspector would receive minor and serious complaints about elected members.
- The inspector would oversee complaints relating to local government Chief Executive Officers (CEOs).
- Local governments would still be responsible for dealing with minor behavioural complaints.
- The inspector would have powers of a standing inquiry, able to investigate and intervene in any local government where potential issues are identified.
- The inspector would have the authority to assess, triage, refer, investigate, or close complaints, having regard to various public interest criteria – considering laws such as the Corruption, Crime and Misconduct Act 2003, the Occupational Safety and Health Act 1984, the Building Act 2011 and other legislation.
- The inspector would have powers to implement minor penalties for less serious breaches of the Act, with an appeal mechanism.
- The inspector would also have the power to order a local government to address non-compliance with the Act or Regulations.
- The Inspector would be supported by a panel of local government monitors (see item 1.2).
- The existing Local Government Standards Panel would be replaced with a new Conduct Panel (see item 1.3).
- Penalties for breaches to the Local Government Act and Regulations will be reviewed and are proposed to be generally strengthened (see item 1.4).
- These reforms would be supported by new powers to more quickly resolve issues within local government.

Amended proposal

No major changes to the central concepts. Work to develop and refine detail is ongoing.

1.2 Local government monitors

Current provisions

- There are currently no legislative powers for the provision of monitors/temporary advisors.
- DLGSC provides support and guidance to local governments, however, there is no existing mechanism for pre-qualified, specialised assistance to manage complex cases.

Original proposal

- A panel of Local Government Monitors would be established.
- Monitors could be appointed by the inspector to go into a local government and try to resolve problems.
- The purpose of monitors would be to proactively fix problems, rather than to identify blame or collect evidence.
- Monitors would be qualified specialists, such as:
 - experienced and respected former mayors, presidents, and CEOs – to act as mentors and facilitators
 - dispute resolution experts – to address the breakdown of professional working relationships
 - Certified Practising Accountants and other financial specialists to assist with financial management and reporting issues

- governance specialists and lawyers — to assist councils to resolve legal issues
- human resource and procurement experts — to help with processes like recruiting a CEO or undertaking a major land transaction.
- Only the inspector would have the power to appoint monitors.
- Local governments would be able to make requests to the Inspector to appoint monitors for a specific purpose.

Amended proposal

No major changes to the central concepts. Work to develop and refine detail is ongoing.

1.3 Conduct panel

Current provisions

- The Local Government Standards Panel was established in 2007 to resolve minor breach complaints relatively quickly and provide the sector with guidance and benchmarks about acceptable standards of behaviour.
- Currently, the panel makes findings of alleged breaches based on written submissions.
- The City of Perth Inquiry report made various recommendations that functions of the Local Government Standards Panel be reformed.

Original proposal

- The Standards Panel is proposed to be replaced with a new Local Government Conduct Panel.
- The Conduct Panel would be comprised of suitably qualified and experienced professionals. Sitting councillors will not be eligible to serve on the Conduct Panel.
- The inspector would provide evidence to the Conduct Panel for adjudication.
- The Conduct Panel would have powers to impose stronger penalties — potentially including being able to suspend councillors for up to 3 months, with an appeal mechanism.
- For very serious or repeated breaches of the Local Government Act 1995 (the Act), the Conduct Panel would have the power to recommend prosecution through the courts.
- Any person who is subject to a complaint before the Conduct Panel would have the right to address the Conduct Panel before the panel makes a decision.

Amended proposal

No major changes to the central concepts. Work to develop and refine detail is ongoing.

1.4 Review of penalties

Current provisions

- There are currently limited penalties in the Act for certain types of non-compliance with the Act.

Original proposal

- Penalties for breaching the Act are proposed to be strengthened

- It is proposed that the suspension of councillors (for up to three months) is established as the main penalty where a councillor breaches the Act or Regulations on more than one occasion.
- Councillors who are disqualified would not be eligible for sitting fees or allowances. They will also not be able to attend meetings or use their official office (such as their title or council email address).
- It is proposed that a councillor who is suspended multiple times may become disqualified from office.
- Councillors who do not complete mandatory training within a certain timeframe will also not be able to receive sitting fees or allowances.

Amended proposal

Disqualifications

It is further proposed to establish a provision that results in a person automatically becoming disqualified for 10 years from being an elected member at any local government in WA if they have been suspended three times (by either the Conduct Panel, State Administrative Tribunal or Minister).

1.5 Red card referrals

Current provisions

- Currently, local governments have different local laws and standing orders that govern the way meetings run. Presiding members (mayors and presidents) are reliant on the powers provided in the local government standing orders local laws.
- Differences between local governments is a source of confusion about the powers that presiding members have to deal with disruptive behaviours at council meetings.
- Disruptive behaviour at council meetings is a very common cause of complaints. Having the presiding member be able to deal with these problems should more quickly resolve problems that occur at council meetings.

Original proposal

- It is proposed that standing orders are made consistent across Western Australia (see item 2.6). Published recordings of all meetings would also become standard (item 3.1).
- It is proposed that presiding members have the power to 'red card' any attendee (including councillors) who unreasonably and repeatedly interrupt council meetings. This power would:
 - require the presiding member to issue a clear first warning
 - if the disruptions continue, the presiding member will have the power to 'red card' that person, who must be silent for the rest of the meeting. A councillor issued with a red card will still vote, but must not speak or move motions
 - a councillor issued with a red card will still vote but must not speak or move motions
 - if the person continues to be disruptive, the Presiding Member can instruct that they leave the meeting.
- Any presiding member who uses the 'red card' or ejection power will be required to notify the inspector.

- Where an elected member refuses to comply with an instruction to be silent or leave, or where it can be demonstrated that the presiding member has not followed the law in using these powers, penalties can be imposed through a review by the inspector.

Amended proposal

Red cards not progressed

'Red Card Resolutions' will not be progressed. However, it is proposed that the new Meeting Procedure Regulations will have clear powers for presiding members to maintain order at meetings.

1.6 Vexatious complaint referrals

Current provisions

- No current provisions.

Original proposal

- Local governments already have a general responsibility to provide ratepayers and members of the public with assistance in responding to queries about the local government's operations. Local governments should resolve queries and complaints in a respectful, transparent and equitable manner.
- Unfortunately, local government resources can become unreasonably diverted when a person makes repeated vexatious queries, especially after a local government has already provided a substantial response to the person's query.
- It is proposed that if a person makes repeated complaints to a local government CEO that are vexatious, the CEO will have the power to decide that the complainant is being unreasonable, and that they will no longer respond.
- A person who is deemed an unreasonable complainant can appeal to the inspector.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

1.7 Other minor reforms

Current provisions

- Other minor reforms are being considered to enhance the oversight of local government.
- Ministerial Circulars have traditionally been used to guide the local government sector.

Original proposal

- Potential other reforms to strengthen guidance for local governments are being considered.
- For example, one option being considered is the potential use of sector-wide guidance notices. Guidance notices could be published by the Minister or inspector to give specific direction for how local governments should meet the requirements of the Act and Regulations. For instance, the Minister could publish guidance notices to clarify the process for how potential conflicts of interests should be managed.

- It is also proposed (see item 1.1) that the inspector has the power to issue notices to individual local governments to require them to rectify non-compliance with the Act or Regulations.

Amended proposal

Primary and annual returns

Based on submissions, reforms to annual and primary returns will add new penalties for non-compliance, and powers for the inspector to compel any person to correct a potential error or omission on their return.

Theme 2: Reducing red tape, increasing consistency and simplicity

2.1 Resource sharing

Current provisions

- The Act does not currently include specific provisions to allow for certain types of resource sharing — especially for sharing CEOs.
- Regional local governments would benefit from having clearer mechanisms for voluntary resource-sharing.

Original proposal

- Amendments are proposed to encourage and enable local governments, especially smaller regional local governments, to share resources, including CEOs and senior employees.
- Local governments in bands 2, 3 or 4 would be able to appoint a shared CEO at up to two salary bands above the highest band. For example, a band 3 and a band 4 council sharing a CEO could remunerate to the level of band 1.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

2.2 Standardisation of crossovers

Current provisions

- Approvals and standards for crossovers (the section of driveways that run between the kerb and private property) are inconsistent between local government areas, often with very minor differences.
- This can create confusion and complexity for homeowners and small businesses in the construction sector.

Original proposal

- It is proposed to amend the Local Government (Uniform Local Provisions) Regulations 1996 to standardise the process for approving crossovers for residential properties and residential developments on local roads.
- A Crossover Working Group has provided preliminary advice to the Minister and DLGSC to inform this.
- DLGSC will work with the sector to develop standardised design and construction standards.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

2.3 Introduce innovation provisions

Current provisions

- Currently, the Act has very limited provisions to allow for innovations and responses to emergencies (such as the Shire of Bruce Rock Supermarket).

Original proposal

- New provisions are proposed to allow exemptions from certain requirements of the Act for:
 - short-term trials and pilot projects
 - urgent responses to emergencies.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

2.4 Streamline local laws

Current provisions

- Local laws are required to be reviewed every 8 years.
- The review of local laws (especially when they are standard) has been identified as a burden for the sector.
- Inconsistency between local laws is frustrating for residents and business stakeholders.

Original proposal

- It is proposed that local laws would only need to be reviewed by the local government every 15 years.
- Local laws not reviewed in the timeframe would lapse, meaning that old laws will be automatically removed and no longer applicable.
- Local governments adopting model local laws will have reduced advertising requirements.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

2.5 Simplifying approvals for small business and community events

Current provisions

- Inconsistency between local laws and approvals processes for events, street activation and initiatives by local businesses is frustrating for business and local communities.

Original proposal

- Proposed reforms would introduce greater consistency for approvals for:
 - alfresco and outdoor dining
 - minor small business signage rules
 - running community events.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

2.6 Standardised meeting procedures, including public question time

Current provisions

- Local governments currently prepare individual standing order local laws.
- The Act and regulations require local governments to allocate time at meetings for questions from the public.
- Inconsistency among the meeting procedures between local governments is a common source of complaints.

Original proposal

- To provide greater clarity for ratepayers and applicants for decisions made by council, it is proposed that the meeting procedures and standing orders for all local government meetings, including for public question time, are standardised across Western Australia.
- Regulations would introduce standard requirements for public question time and the procedures for meetings generally.
- Members of the public across all local governments would have the same opportunities to address council and ask questions.

Amended proposal

Electors' meetings

Further minor changes to Electors Meetings are proposed to:

- Increase the number of electors required to call an Electors' Special Meeting to 300 (from 100) or five per cent of the number of electors (whichever is less).
- Allow a Presiding Member to refuse to hold a second Electors' Special Meeting if the matter raised has already been considered at a Special Electors' Meeting within the last 12 months (the local government would still have to refer the matter for inclusion on the agenda of the next Council Meeting)
- The new meeting procedures regulations will also apply to Electors' meetings, including the annual electors' meeting. This will enable the Presiding Member to maintain order while ensuring members of the public have a clear right to ask questions.

2.7 Regional subsidiaries

Current provisions

- Initiatives by multiple local governments may be managed through formal Regional Councils or less formal 'organisations of councils' such as NEWROC and WESROC.
- These initiatives typically have to be managed by a lead local government.
- In 2016-17, provisions were introduced to allow for the formation of Regional Subsidiaries.
- Regional Subsidiaries can be formed in line with the Local Government (Regional Subsidiaries) Regulations 2017.
- So far, no Regional Subsidiary has been formed.

Original proposal

- Work is continuing to consider how Regional Subsidiaries can be best established to:
 - enable Regional Subsidiaries to provide a clear and defined public benefit for people within member local governments
 - provide for flexibility and innovation while ensuring appropriate transparency and accountability of ratepayer funds
 - where appropriate, facilitate financing of initiatives by Regional Subsidiaries within a reasonable and defined limit of risk
 - ensure all employees of a Regional Subsidiary have the same employment conditions as those directly employed by member local governments.

Amended proposal

Financial reporting

Streamlined financial reporting requirements will be extended for regional subsidiaries, so they only need to comply with band 3 and 4 model financial statement provisions.

Borrowing for projects

It is proposed to amend the Act to enable regional subsidiaries to borrow money for capital projects to achieve the purpose specified in the regional subsidiaries charter (subject to conditions, including within prescribed borrowing limits).

Theme 3: Greater transparency and accountability

3.1 Recordings and live-streaming of all council meetings

Current provisions

- Currently, local governments are only required to make written minutes of meetings.
- While there is no legal requirement for live streaming or video or audio recording of council meetings, many local governments now stream and record their meetings.
- Issues relating to behaviours and decisions at meetings constitute a large proportion of complaints about local governments.
- Local governments are divided into bands with the largest falling in bands 1 and 2, and smaller local governments falling bands 3 and 4. The allocation of local governments into bands is determined by the Salaries and Allowances Tribunal based on factors (see page 3 of the **2018 Salaries and Allowance Tribunal Determination** (<https://www.wa.gov.au/government/publications/state-administrative-tribunal-determination-2018>)) such as:
 - growth and development
 - strategic planning issues
 - demands and diversity of services provided to the community
 - total expenditure
 - population
 - staffing levels.

Original proposal

- It is proposed that all local governments will be required to record meetings.
- Band 1 and 2 local governments would be required to live-stream meetings and make video recordings available as public archives.
- Band 1 and 2 are larger local governments, are generally located in larger urban areas, with generally very good telecommunications infrastructure, and many already have audio-visual equipment.
- Band 1 and 2 local governments would be required to live-stream meetings and make video recordings available as public archives.
- Several local governments already use platforms such as YouTube, Microsoft Teams and Vimeo to stream and publish meeting recordings.
- Limited exceptions would be made for meetings held outside the ordinary council chambers, where audio recordings may be used.
- Recognising their generally smaller scale, typically smaller operating budget, and potential to be in more remote locations, band 3 and 4 local governments would be required to record and publish audio recordings, at a minimum.
- These local governments would still be encouraged to live stream or video record meetings.
- All council meeting recordings would need to be published at the same time as the meeting minutes. Recordings of all confidential items would also need to be submitted to DLGSC for archiving.

Amended proposal

Limited exemptions

It is proposed to allow for minor exemptions to the requirement for live-streaming in defined scenarios (for instance, for a council holding a meeting outside of council chambers, and with the prior written consent of the inspector).

3.2 Recording all votes in council minutes

Current provisions

- A local government is only required to record which councillor voted for or against a motion in the minutes of that meeting if a request is made by an elected member at the time of the resolution during the meeting.
- The existing provision does not mandate transparency.

Original proposal

- To support the transparency of decision-making by councillors, it is proposed that the individual votes cast by all councillors for all council resolutions be required to be published in the council minutes to identify those for, against, on leave, absent or who left the chamber.
- Regulations would prescribe how votes are to be consistently minuted.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

3.3 Clearer guidance for meeting items that may be confidential

Current provisions

- The Act currently provides broad definitions of what type of matters may be discussed as a confidential item.

- There is limited potential for the review of issues managed as confidential items under the current legislation.

Original proposal

- Recognising the importance of open and transparent decision-making, it is considered that confidential meetings and confidential meeting items should only be used in limited, specific circumstances.
- It is proposed to make the Act more specific in prescribing items that may be confidential and items that should remain open to the public.
- Items not prescribed as being confidential could still be held as confidential items only with the prior written consent of the inspector.
- All confidential items would be required to be audio recorded, with those recordings submitted to DLGSC.

Amended proposal

Specific provisions

Proposed provisions for managing confidential items at council meetings (and preventing councils from unreasonably using confidentiality provisions to avoid public scrutiny) have been refined to:

- clarify that only a limited part of a meeting specific to confidential information (e.g., receiving legal advice) may be closed
- specify that certain matters (town planning and development applications, budgeting, major land transactions, leases of local government property) must be held in full public view
- specify that certain matters (CEO appointment, management of behavioural complaints about elected members, local government cyber security) must be held confidentially
- require that any other matters proposed to be considered confidentially will require the prior approval of the inspector.

3.4 Additional online registers

Current provisions

- Local governments are required to provide information to the community through annual reports, council minutes and the publication of information online.
- Regular online publication of information can substitute for certain material in annual reports.
- Consistency in online reporting across the sector will provide ratepayers with better information.
- These registers supplement the simplification of financial statements in theme 6.

Original proposal

- It is proposed to require local governments to report specific information in online registers on the local government's website. Regulations would prescribe the information to be included. The following new registers, each updated quarterly, are proposed:
 - Lease register to capture information about the leases the local government is a party to (either as lessor or lessee)

- community grants register to outline all grants and funding provided by the local government
- interests disclosure register that collates all disclosures made by elected members about their interests related to matters considered by council
- applicant contribution register accounting for funds collected from applicant contributions, such as cash-in-lieu for public open space and car parking
- contracts register that discloses all contracts above \$100,000.

Amended proposal

To clarify, the online register of contracts is only for the supply of goods and services and will not include direct employment contracts.

To clarify, information about the identity of individual residential tenants of housing owned by the local government will not be required to be published on the online lease register.

3.5 Chief Executive Officer Key Performance Indicators (KPIs) be published

Current provisions

- It is a requirement of the Act that CEO performance reviews are conducted annually.
- The Model Standards for CEO recruitment and selection, performance review and termination require that a local government must review the performance of the CEO against contractual performance criteria.
- Additional performance criteria can be used for performance review by agreement between both parties.

Original proposal

- To provide for minimum transparency, it is proposed to mandate that the KPIs agreed as performance metrics for CEOs:
 - be published in council meeting minutes as soon as they are agreed prior to (before the start of the annual period)
 - the KPIs and the results be published in the minutes of the performance review meeting (at the end of the period)
 - the CEO has a right to provide written comments to be published alongside the KPIs and results to provide context as may be appropriate (for instance, the impact of events in that year that may have influenced the results against KPIs).

Amended proposal

Limited exemptions

It is proposed that a provision is included to allow councils to seek the inspector's approval not to publish a specific CEO KPI, if there is a clear public interest reason for doing so.

Theme 4: Stronger local democracy and community engagement

4.1 Community and stakeholder engagement charters

Current provisions

- There is currently no requirement for local governments to have a specific engagement charter or policy.
- Many local governments have introduced charters or policies for how they will engage with their community.
- Other Australian States have introduced a specific requirement for engagement charters.

Original proposal

- It is proposed to introduce a requirement for local governments to prepare a community and stakeholder engagement charter which sets out how local government will communicate processes and decisions with their community.
- A model charter would be published to assist local governments who wish to adopt a standard form.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

4.2 Ratepayer satisfaction surveys (band 1 and 2 local governments only)

Current provisions

- Many local governments already commission independent surveying consultants to hold a satisfaction survey of residents/ratepayers.
- These surveys provide valuable data on the performance of local governments.

Original proposal

- It is proposed to introduce a requirement that every four years, all local governments in bands 1 and 2 hold an independently managed ratepayer satisfaction survey.
- Results would be required to be reported publicly at a council meeting and published on the local government's website.
- All local governments would be required to publish a response to the results.

Amended proposal

Standardised questions

Based on requests from ratepayers, it is proposed that some standard questions be pre-defined in Regulation to allow for the comparison of results between local governments.

4.3 Introduction of preferential voting

Current provisions

- The current voting method for local government elections is first-past-the-post.
- The existing first-past-the-post does not allow for electors to express more than one preference.
- The candidate with the most votes wins, even if that candidate does not have a majority.

- Preferential voting better captures the precise intentions of voters and as a result may be regarded as a fairer and more representative system. Voters have more specific choice.

Original proposal

- Preferential voting is proposed to be adopted as the method to replace the current first past the post system in local government elections.
- In preferential voting, voters number candidates in order of their preferences.
- Preferential voting is used in State and Commonwealth elections in Western Australia and other states. This provides voters with more choice and control over who they elect.
- All other states use a form of preferential voting for local government.

Amended proposal

Optional preferential voting

Optional preferential voting is proposed, to ensure that electors may lodge a valid vote without numbering all candidates, if they wish to vote in that way.

4.4 Public vote to elect the mayor and president

Current provisions

- The Act currently allows local governments to have the presiding member (the mayor or president) elected either:
 - by the electors of the district through a public vote; or
 - by the council as a resolution at a council meeting.

Original proposal

- Mayors and presidents of all local governments perform an important public leadership role within their local communities.
- Band 1 and 2 local governments generally have larger councils than those in bands 3 and 4.
- Accordingly, it is proposed that the mayor or president for all band 1 and 2 councils is to be elected through a vote of the electors of the district. Councils in bands 3 and 4 would retain the current system.
- A number of band 1 and band 2 councils have already moved towards public vote to elect the mayor and president in recent years, including City of Stirling and City of Rockingham.

Amended proposal

No major changes. Work to develop and refine detail is ongoing. Transitional arrangements are under consideration.

4.5 Tiered Limits on the Number of Councillors

Current provisions

- The number of councillors (between 5 and 15 councillors) is decided by each local government, reviewed by the Local Government Advisory Board and approved by the Minister.
- The Panel Report recommended electoral reforms to improve representativeness.

Original proposal

- It is proposed to limit the number of councillors based on the population of the entire local government.
- Some smaller local governments have already been moving to have smaller councils to reduce costs for ratepayers.
- The Local Government Panel Report proposed for a population of:
 - up to 5000 — 5 councillors (including the president)
 - between 5000 and 75,000 — 5 to 9 councillors (including the mayor/president)
 - above 75,000 — nine to fifteen councillors (including mayor).

Amended proposal

Change for smaller local governments

Based on requests from impacted councils, it is proposed to adjust this to allow local governments with a population of up to 5000 people to decide to have 5, 6 or 7 councillors.

4.6 No wards for small councils (band 3 and 4 councils only)

Current provisions

- A local government can make an application to be divided into wards with councillors elected to those wards.
- Only about 10% of band 3 and 4 local governments currently have wards.

Original proposal

- It is proposed that the use of wards for councils in bands 3 and 4 is abolished.
- Wards increase the complexity of elections, as this requires multiple versions of ballot papers to be prepared for a local government's election.
- In smaller local governments, the population of wards can be very small.
- These wards often have councillors elected unopposed or elect a councillor with a very small number of votes. Some local governments have ward councillors elected with less than 50 votes.
- There has been a trend in smaller local governments looking to reduce the use of wards, with only 10 councils in bands 3 and 4 still having wards.

Amended proposal

No major changes. Work to develop and refine detail is ongoing. Transitional arrangements are under consideration.

4.7 Electoral reform — clear lease requirements for candidate and voter eligibility

Current provisions

- A person with a lease in a local government district is eligible to nominate as a candidate in that district.
- A person with a lease in a local government district is eligible to apply to vote in that district.
- The City of Perth Inquiry Report identified a number of instances where dubious lease arrangements put to question the validity of candidates in local government elections, and subsequently their legitimacy as councillors.

Original proposal

- Reforms are proposed to prevent the use of 'sham leases' in council elections. Sham leases are where a person creates a lease only to be able to vote or run as a candidate for council.
- The City of Perth Inquiry Report identified sham leases as an issue.
- Electoral rules are proposed to be strengthened:
 - a minimum lease period of 12 months will be required for anyone to register a person to vote or run for council
 - home-based businesses will not be eligible to register a person to vote or run for council because any residents are already the eligible voter(s) for that address
 - clarifying the minimum criteria for leases eligible to register a person to vote or run for council.
- The reforms would include minimum lease periods to qualify as a registered business (minimum of 12 months), and the exclusion of home-based businesses (where the resident is already eligible) and very small sub-leases.
- The basis of eligibility for each candidate (e.g. type of property and suburb of property) is proposed to be published, including in the candidate pack for electors.

Amended proposal

Further work is being progressed to ensure the integrity of enrolment on the owner and occupier rolls for local government elections, including:

- further definition to minimum lease requirements to exclude sham leases (while ensuring legitimate businesses are represented)
- guidance to standardise evidence requirements for claiming eligibility based on a property lease or ownership
- minor amendments to clarify and standardise disclosure and decision-making related to electoral gifts.

4.8 Reform of candidate profiles

Current provisions

- Candidate profiles can only be 800 characters, including spaces. This is equivalent to approximately 150 words.

Original proposal

- Further work will be undertaken to evaluate how longer candidate profiles could be accommodated.
- Longer candidate profiles would provide more information to electors, potentially through publishing profiles online.
- It is important to have sufficient information available to assist electors to make informed decisions when casting their vote.

Amended proposal

No major change to the proposal, though candidate profiles are likely to be published online, rather than on ballot papers.

4.9 Other minor electoral reforms

Current provisions

- Other minor reforms are proposed to improve local government elections.

Original proposal

- Reforms are proposed to include:
 - the introduction of standard processes for vote re-counts if there is a very small margin between candidates (e.g. where there is a margin of fewer than 10 votes a recount will always be required)
 - the introduction of more specific rules concerning local government council candidates' use of electoral rolls.

Amended proposal

Recounts

It is proposed to provide candidates, or their nominated scrutineers, with a specific avenue to request a recount immediately at the counting of votes, if a set percentage margin in the count is within a limit to be prescribed in regulations.

Filling extraordinary vacancies following elections

Based on input from the sector, it is proposed to create a new power to allow vacancies on councils arising up to twelve months after an election to be filled by the next highest-polling candidate.

Election timeframes

It is necessary to extend timeframes for elections in the Act to account for slower postal services.

Electronic/online voting

It is proposed to amend the Act to allow for the future implementation of electronic voting in elections (when the technology is deemed suitable). Regulations would then need to be developed.

Extended leave from meetings

Based on advocacy from the sector, it is proposed to provide a right for elected representatives to take up to six months' leave if they become a parent or guardian. Similarly, they may take up to six months of medical leave with a medical certificate.

Theme 5: Clear roles and responsibilities

5.1 Introduce principles in the Act

Current provisions

- The Act does not currently outline specific principles.
- The Act contains a short 'Content and Intent' section only.
- The Panel Report recommended greater articulation of principles.

Original proposal

- It is proposed to include new principles in the Act, including:
 - the recognition of Aboriginal Western Australians
 - tiering of local governments (with bands being as assigned by the Salaries and Allowances Tribunal)

- community engagement
- financial management.

Amended proposal

No major changes. Work to develop details and refine exact phrasing/wording is ongoing.

5.2 Greater role clarity

Current provisions

- The Act provides for the role of council, councillor, mayor or president and CEO.
- The role of the council is to:
 - govern the local government's affairs
 - be responsible for the performance of the local government's functions.

Original proposal

- The Local Government Act Review Panel recommended that roles and responsibilities of elected members and senior staff be better defined in law.
- It is proposed that these roles and responsibilities are further defined in the legislation.
- These proposed roles will be open to further consultation and input.
- These roles would be further strengthened through Council Communications Agreements (see item 5.3).

5.2.1 Mayor or president role

- It is proposed to amend the Act to specify the roles and responsibilities of the mayor or president.
- While input and consultation will inform precise wording, it is proposed that the Act is amended to generally outline that the mayor or president is responsible for:
 - representing and speaking on behalf of the whole council and the local government, at all times being consistent with the resolutions of council
 - facilitating the democratic decision-making of council by presiding at council meetings in accordance with the Act
 - developing and maintaining professional working relationships between councillors and the CEO
 - performing civic and ceremonial duties on behalf of the local government
 - working effectively with the CEO and councillors in overseeing the delivery of the services, operations, initiatives and functions of the local government.

5.2.2 Council role

- It is proposed to amend the Act to specify the roles and responsibilities of the council, which is the entity consisting of all of the councillors and led by the mayor or president.
- While input and consultation will inform precise wording, it is proposed that the Act is amended to generally outline that the council is responsible for:
 - making significant decisions and determining policies through democratic deliberation at council meetings
 - ensuring the local government is adequately resourced to deliver the local government's operations, services and functions – including all functions

that support informed decision-making by council

- providing a safe working environment for the CEO
- providing strategic direction to the CEO
- monitoring and reviewing the performance of the local government

5.2.3 Elected member (councillor) role

- It is proposed to amend the Act to specify the roles and responsibilities of all elected councillors.
- While input and consultation will inform precise wording, it is proposed that the Act is amended to generally outline that every elected councillor is responsible for:
 - considering and representing, fairly and without bias, the current and future interests of all people who live, work and visit the district (including councillors elected for a particular ward)
 - positively and fairly contributing and applying their knowledge, skill, and judgement to the democratic decision-making process of council
 - applying relevant law and policy in contributing to the decision-making of the council
 - engaging in the effective planning and review of the local government's resources, and the performance of its operations, services, and functions
 - communicating the decisions and resolutions of council to stakeholders and the public
 - developing and maintaining professional working relationships with all other councillors and the CEO
 - maintaining and developing their knowledge and skills relevant to local government
 - facilitating public engagement with local government.
- It is proposed that elected members should not be able to use their title (e.g. councillor, mayor or president) and associated resources of their office (such as email address) unless they are performing their role in their official capacity.

5.2.4 CEO role

- The Act requires local governments to employ a CEO to run the local government administration and implement the decisions of council.
- To provide greater clarity, it is proposed to amend the Act to specify the roles and responsibilities of all local government CEOs.
- While input and consultation will inform precise wording, it is proposed that the Act is amended to generally outline that the CEO of a local government is responsible for:
 - coordinating the professional advice and assistance necessary for all elected members to enable the council to perform its decision-making functions
 - facilitating the implementation of council decisions
 - ensuring functions and decisions lawfully delegated by council are managed prudently on behalf of the council
 - managing the effective delivery of the services, operations, initiatives and functions of the local government determined by the council
 - providing timely and accurate information and advice to all councillors in line with the council communications agreement (see item 5.3)
 - overseeing the compliance of the operations of the local government with State and Commonwealth legislation on behalf of the council

- implementing and maintaining systems to enable effective planning, management, and reporting on behalf of the council.

Amended proposal

5.2.1 Mayor or president role

Minor changes in wording to provide that the presiding member is to exemplify respectful conduct.

Work to develop details and refine exact phrasing/wording is ongoing.

5.2.2 Council role

No major changes. Work to develop details and refine exact phrasing/wording is ongoing.

5.2.3 Elected member (councillor) role

No major changes. Work to develop details and refine exact phrasing/wording is ongoing.

5.2.4 CEO ROLE

No major changes. Work to develop details and refine exact phrasing/wording is ongoing.

5.3 Council communication agreements

Current provisions

- The Act provides that council and committee members can have access to any information held by the local government that is relevant to the performance of the member's functions.
- The availability of information is sometimes a source of conflict within local governments.

Original proposal

- In State Government, there are written communication agreements between Ministers and agencies that set standards for how information and advice will be provided.
- It is proposed that local governments will need to have council communications agreements between the council and the CEO.
- These council communication agreements would clearly specify the information that is to be provided to councillors, how it will be provided, and the timeframes for when it will be provided.
- A template would be published by DLGSC. This default template will come into force if a council and CEO do not make a specific alternative agreement within a certain timeframe following any election.

Amended proposal

Default agreement

The default agreement (to be developed in consultation with the sector) will start at the commencement of election caretaker periods. The CEO and an absolute majority of council must agree for an arrangement other than the default to apply.

The agreement will specify how information should be requested and received. Provisions about the information elected members can access would be unchanged.

5.4 Local governments may pay superannuation contributions for elected members

Current provisions

- Elected members are eligible to receive sitting fees or an annual allowance.
- Superannuation is not paid to elected members. However, councillors can currently divert part of their allowances to a superannuation fund.
- Councils should be reflective and representative of the people living within the district.
- Local governments should be empowered to remove any barriers to the participation of gender and age diverse people on councils.

Original proposal

- It is proposed that local governments should be able to decide, through a vote of council, to pay superannuation contributions for elected members. These contributions would be additional to existing allowances.
- Superannuation is widely recognised as an important entitlement to provide long term financial security.
- Other states have already moved to allow councils to make superannuation contributions for councillors.
- Allowing council to provide superannuation is an important part of encouraging equality for people represented on council – particularly for women and younger people. Providing superannuation to councillors recognises that the commitment to elected office can reduce a person's opportunity to undertake employment and earn superannuation contributions.

Amended proposal

Councils to determine whether to pay additional superannuation allowance

No change, confirming councils will be able to decide whether to pay superannuation.

This is based on the model recently introduced in New South Wales.

5.5 Local governments may establish education allowances

Current provisions

- Local government elected members must complete mandatory training.
- There is no specific allowance for undertaking further education.

Original proposal

- Local governments will have the option of contributing to the education expenses for councillors, up to a defined maximum value, for tuition costs for further education that is directly related to their role on council.
- Councils will be able to decide on a policy for education expenses, up to a maximum yearly value for each councillor. Councils may also decide not to make this entitlement available to elected members.
- Any allowance would only be able to be used for tuition fees for courses, such as training programs, diplomas and university studies, which relate to local

government.

- Where it is made available, this allowance will help councillors further develop skills to assist with making informed decisions on important questions before council and provide professional development opportunities for councillors.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

5.6 Standardised election caretaker period

Current provisions

- There is currently no requirement for a formal caretaker period, with individual councils operating under their own policies and procedures.
- This is commonly a point of public confusion.

Original proposal

- A State-wide caretaker period for local governments is proposed.
- All local governments across the State would have the same clearly defined election period, during which:
 - councils do not make major decisions with criteria to be developed defining 'major'
 - incumbent councillors who nominate for re-election are not to represent the local government, act on behalf of the council, or use local government resources to support campaign activities
 - there are consistent election conduct rules for all candidates.

Amended proposal

Limited exemptions

It is proposed to include minor exemptions to allow councils to make specific decisions essential to ongoing operation of the local government during the caretaker period.

5.7 Remove WALGA from the Act

Current provisions

- The Western Australian Local Government Association (WALGA) is constituted under the Act.
- The Local Government Panel Report and the Select Committee Report included this recommendation.

Original proposal

- The **Local Government Panel Report** (<https://www.dlgsc.wa.gov.au/departments/publications/publication/local-government-review-panel-final-report>) recommended that WALGA not be constituted under the Act.
- Separating WALGA out of the Act will provide clarity that WALGA is not a State Government entity.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

5.8 CEO recruitment

Current provisions

- Recent amendments introduced provisions to standardise CEO recruitment.
- The recruitment of a CEO is a very important decision by a local government.

Original proposal

- It is proposed that DLGSC establishes a panel of approved members to perform the role of the independent person on CEO recruitment panels.
- Councils will be able to select an independent person from the approved list.
- Councils will still be able to appoint people outside of the panel with the approval of the Inspector.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

Theme 6: Improved financial management and reporting

6.1 Model financial statements and tiered financial reporting

Current provisions

- The financial statements published in the Annual Report are the main financial reporting currently published by local governments.
- Reporting obligations are the same for large (Stirling, Perth, Fremantle) and small (Sandstone, Wiluna, Dalwallinu) local governments, even though they vary significantly in complexity.
- The Office of the Auditor General has said that some existing reporting requirements are unnecessary or onerous — for instance, information that is not relevant to certain local governments, or that is a duplicate of other published information.

Original proposal

- The Minister strongly believes in transparency and accountability in local government. The public rightly expects the highest standards of integrity, good governance and prudent financial management in local government.
- It is critically important that clear information about the financial position of local governments is openly available to ratepayers. Financial information also supports community decision-making about local government services and projects.
- Local governments differ significantly in the complexity of their operations. Smaller local governments generally have much less operating complexity than larger local governments.
- The Office of the Auditor General has identified opportunities to improve financial reporting, make statements clearer and reduce unnecessary complexity.
- Recognising the difference in the complexity between smaller and larger local governments, it is proposed that financial reporting requirements should be tiered — meaning that larger local governments will have greater financial reporting requirements than smaller local governments.

- It is proposed to establish standard templates for Annual Financial Statements for band 1 and 2 councils and simpler, clearer financial statements for bands 3 and 4.
- Online Registers, updated quarterly (see item 3.4), would provide faster and greater transparency than current annual reports. Standard templates will be published for use by local governments.
- Simpler Strategic and Financial Planning (item 6.2) would also improve the budgeting process.

Amended proposal

No significant changes.

Work on the Model Financial Statements is ongoing. It is expected that the new Model Financial Statements will be in place for the 2022-23 financial year.

6.2 Simplify strategic and financial planning

Current provisions

- Requirements for plans are outlined in the Local Government Financial Management and Administration Regulations.
- There is also the Integrated Planning and Reporting (IPR) framework.
- While many councils successfully apply IPR to their budgeting and reporting, IPR may seem complicated or difficult, especially for smaller local governments.

Original proposal

- Clear information about the finances of local government enables informed public and ratepayer engagement and input to decision-making.
- The framework for financial planning should be based around information being clear, transparent and easy for all ratepayers and members of the public to understand.
- In order to provide more consistency and clarity across the State, it is proposed that greater use of templates is introduced to make planning and reporting clearer and simpler, providing greater transparency for ratepayers.
- Local governments would be required to adopt a standard set of plans, and there will be templates published by DLGSC for use or adaptation by local governments.
- It is proposed that the plans that are required are:
 - Simplified Council Plans that replace existing Strategic Community Plans and set high-level objectives with a new plan required at least every eight years. These will be short-form plans with a template available from DLGSC.
 - Simplified Asset Management Plans to consistently forecast costs of maintaining the local government's assets.
 - A new plan will be required at least every 10 years, though local governments should update the plan regularly if the local government gains or disposes of major assets (e.g., land, buildings or roads). A template will be provided, and methods of valuations will be simplified to reduce red tape.
 - Simplified Long Term Financial Plans will outline any long-term financial management and sustainability issues, and any investments and debts. A template will be provided, and these plans will be required to be reviewed in detail at least every four years.

- A new Rates and Revenue Policy (see item 6.3) that identifies the approximate value of rates that will need to be collected in future years (referencing the Asset Management Plan and Long-Term Financial Plan) providing a forecast to ratepayers (updated at least every four years).
- The use of simple, one-page Service Proposals and Project Proposals that outline what proposed services or initiatives will cost, to be made available through council meetings. These will become Service Plans and Project Plans added to the yearly budget if approved by council. This provides clear transparency for what the functions and initiatives of the local government cost to deliver. Templates will be available for use by local governments.

Amended proposal

Borrowing against freehold land

A further amendment is proposed to allow a local government to borrow against the freehold (private/zoned) land it owns.

Otherwise, no major changes. Work to develop and refine detail is ongoing.

6.3 Rates and revenue policy

Current provisions

- Local governments are not required to have a rates and revenue policy.
- Some councils defer rate rises, resulting in the eventual need to drastically raise rates to cover unavoidable costs, especially for the repair of infrastructure.

Original proposal

- The Rates and Revenue Policy is proposed to increase transparency for ratepayers by linking rates to basic operating costs and the minimum costs for maintaining essential infrastructure.
- A Rates and Revenue Policy would be required to provide ratepayers with a forecast of future costs of providing local government services.
- The policy would need to reflect the Asset Management Plan and the Long-Term Financial Plan (see item 6.2), providing a forecast of what rates would need to be, to cover unavoidable costs.
- A template would be published for use or adaptation by all local governments.
- The Local Government Panel Report included this recommendation.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

6.4 Monthly reporting of credit card statements

Current provisions

- No legislative requirement.
- Disclosure requirements brought in by individual councils have shown significant reduction of expenditure of funds.

Original proposal

- The statements of a local government's credit cards used by local government employees will be required to be tabled at council meetings on a monthly basis.
- This provides oversight of incidental local government spending

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

6.5 Amended financial ratios

Current provisions

- Local governments are required to report seven ratios in their annual financial statements.
- These are reported on the MyCouncil website.
- These ratios are intended to provide an indication of the financial health of every local government.

Original proposal

- Financial ratios will be reviewed in detail, building on work already underway by DLGSC.
- The methods of calculating ratios and indicators will be reviewed to ensure that the results are accurate and useful.

Amended proposal

Further work on this is ongoing.

6.6 Audit committees

Current provisions

- Local governments must establish an audit committee that has three or more persons, with the majority to be council members.
- The audit committee is to guide and assist the local government in carrying out the local government's functions in relation to audits conducted under the Act.
- The panel report identified that audit committees should be expanded, including to provide improved risk management.

Original proposal

- To ensure independent oversight, it is proposed the chair of any audit committee be required to be an independent person who is not on council or an employee of the local government.
- Audit committees would also need to consider proactive risk management.
- To reduce costs it is proposed that local governments should be able to establish shared regional audit committees.
- The committees would be able to include council members but would be required to include a majority of independent members and an independent chairperson.

Amended proposal

No requirement for majority of independent members (only independent chair)

Recognising the practical difficulty in recruiting independent people expressed by several local governments, the requirement for Audit Committees to have a majority of independent members will not be progressed. However, the requirement for an independent chairperson remains.

Local governments may remunerate independent committee members

The Act will be amended to allow local governments to pay fees to committee members within Salaries and Allowances Tribunal limits.

6.7 Building Upgrade Finance

Current provisions

- The local government sector has sought reforms that would enable local governments to provide loans to property owners to finance building improvements.
- This is not currently provided for under the Act.
- The Local Government Panel Report included this recommendation.

Original proposal

- Reforms would allow local governments to provide loans to third parties for specific building improvements — such as cladding, heritage and green energy fixtures.
- This would allow local governments to lend funds to improve buildings within their district.
- Limits and checks and balances would be established to ensure that financial risks are proactively managed.

Amended proposal

Clarification — lending terms

No major changes, but it should be clarified that financial institutions may provide the principal funds for the loan.

Local governments would then collect repayments via rates notices (and pass on funds to any external lender) and would be able to foreclose on the land to recover debts using existing Local Government Act 1995 provisions in the event of default by the borrower.

Work to develop and refine detail is ongoing.

6.8 Cost of Waste Service to be Specified on Rates Notices

Current provisions

- No requirement for separation of waste charges on rates notice.
- Disclosure will increase ratepayer awareness of waste costs.
- The Review Panel Report included this recommendation.

Original proposal

- It is proposed that waste charges are required to be separately shown on rate notices (for all properties which receive a waste service).
- This would provide transparency and awareness of costs for ratepayers.

Amended proposal

No major changes. Work to develop and refine detail is ongoing.

Related pages

- [Local government reform \(/local-government/strengthening-local-government/local-government-act-reform\)](#)

Page reviewed 16 March 2022



SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Ordinary Council Meeting 25 October 2022
AGENDA REFERENCE	10.2.1
SUBJECT	Schedule of Accounts - September 2022
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	3.1.14
INTEREST DISCLOSURE	None
DATE OF REPORT	12 October 2022
AUTHOR	Kim Chua, DFA
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

RECOMMENDATION

That Council approves the expenditure as presented in September 2022 Schedule of Accounts

BACKGROUND

The Local Government Act 1995 (WA)(CI) requires Council to maintain a Municipal Fund, a Reserve Fund and a Trust Fund and to manage and report on these accounts in accordance with this Act and Regulations.

Outstanding creditors as at 30 September 2022: **\$ 195,140.04**

COMMENT

A schedule of accounts is attached to this report, setting out expenditure from the Municipal and Trust Funds. This report is provided in compliance with the Act and Regulations.

STATUTORY ENVIRONMENT

Section 6.10 of the Local Government Act 1995 (WA)(CI) authorizes payment from Municipal and Trust Funds.

Regulation 12 of the Local Government (Financial Management) Regulations 1996 requires a local government to compile a list of Creditors each month.

Regulation 13 of the Local Government (Financial Management) Regulations 1996 requires that if a Local Government has delegated to the CEO the exercise of its power to make payments from the Municipal Fund or the Trust Fund, the CEO is to compile each month a list of accounts paid since the last payment such list was prepared.

POLICY IMPLICATIONS

There are no significant policy implications arising from this matter. The CEO is to ensure that all expenditure incurred is in accordance with the Annual Budget and any approved variations.

FINANCIAL IMPLICATIONS

The financial implications arising from expenditure from the Municipal, Reserve and Trust funds are reported on a monthly/quarterly basis to Council via Financial and cash flow statements in accordance with the Act and Regulations.

STRATEGIC IMPLICATIONS & MILESTONES

Objective 1 of the Government Environment is to “Provide good governance in line with the requirements of the Local Government Act and the culture of the Island”. Objective 4 of the same Environment is to “Effectively manage the resources of the Shire in line with the objectives of the Strategic Plan”.

VOTING REQUIREMENTS

A simple majority is required.

ATTACHMENTS

10.2.1.1 Certification of CEO and Chairperson of the Meeting.

10.2.1.2 Schedule of Accounts - September 2022

“Pursuant to s 5.25 (j) of the Local Government Act, and Regulation 14 (2) of the Local Government (Administration) Regulations, this attachment is not available to the public.”



SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Ordinary Council Meeting 25 October 2022
AGENDA REFERENCE	10.2.2
SUBJECT	Financial Statements – September 2022
LOCATION/ADDRESS/APPLICANT	N/A
FILE REFERENCE	3.1.14
INTEREST DISCLOSURE	None
DATE OF REPORT	17 October 2022
AUTHOR	Kim Chua; DFA
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

RECOMMENDATION

That Council receives the Financial Statements of September 2022 for the Municipal Fund.

BACKGROUND

The Local Government Act 1995 (WA)(CI) requires the local government to prepare a monthly or a quarterly financial report in accordance with this Act, Financial Regulations and other relevant legislation.

COMMENT

A monthly or a quarterly financial report is attached to this report, setting out expenditure from the Municipal and Trust Funds. This report is provided in compliance with the Act and Regulations. Also included is a status report on Asset Acquisition expenditure for the period.

STATUTORY ENVIRONMENT

Section 6.4 of the Local Government Act 1995 (WA) (CI) requires a local government to prepare a financial report.

Regulation 34 of the Local Government (Financial Management) Regulations 1996 requires a local government to prepare a monthly or a quarterly financial report.

Regulation 35 of the Local Government (Financial Management) Regulations 1996 requires the local government to prepare the quarterly report in the form as set out.

POLICY IMPLICATIONS

There are no significant policy implications arising from this matter. Each Manager and the CEO are to ensure that the expenditure is incurred in accordance with the Annual Budget and or any variations as approved.

FINANCIAL IMPLICATIONS

The financial implications arising from expenditure from the Municipal and Trust funds are reported on a monthly/quarterly basis to Council via Financial and cash flow statements in accordance with the Act and Regulations.

STRATEGIC IMPLICATIONS & MILESTONES

Objective 1 of the Government environment is to “Provide good governance in line with the requirements of the Local Government Act and the culture of the Island”. Objective 4 of the same Environment is to “Effectively manage the resources of the Shire in line with the objectives of the Strategic Plan”.

VOTING REQUIREMENTS

A simple majority is required.

ATTACHMENTS

10.2.2.1 Financial Statements - Municipal Fund 30 September 2022.

SHIRE OF CHRISTMAS ISLAND

STATEMENT OF FINANCIAL ACTIVITY

FOR THE PERIOD 1 September 2022 TO 30 September 2022

FM Reg 34
FM Reg 22 (1) (d)

		NOTE		30-Sep 2022 Y-T-D Actual \$	30-Sep 2022 Y-T-D Budget \$	2022/23 Budget \$	Variances Budget to Actual Y-T-D %	>10% & >\$10,000	
<u>Operating</u>									
Revenues/Sources									
1	1	General Purpose Funding	5,481,003	1,092,863	8,873,804	50.15%	4,388,140		
	2	Governance	16,678	1,250	5,000				
	3	Law, Order, Public Safety	177	75	900				
	4	Health	9,699	4,863	19,450				
	5	Welfare	549	-	-				
	6	Housing	3,497	4,001	16,005				
2	7	Community Amenities	481,426	194,683	778,732	24.73%			
	8	Recreation and Culture	19,434	27,517	165,100				
	9	Transport	305,741	355,268	2,131,610				
	10	Economic Services	8,136	8,120	32,480				
	11	Other Property and Services	329,151	4,035	16,140				
			6,655,492	1,692,675	12,039,221	39.32%			
(Expenses)/(Applications)									
1 2	12	General Purpose Funding	-	(13,537)	(162,443)		392,201		
	13	Governance	(651,381)	(259,180)	(984,885)	-151.3%			
	14	Law, Order, Public Safety	(37,066)	(17,311)	(243,730)				
	15	Health	(28,054)	(14,948)	(179,379)				
	16	Welfare	(126,958)	(47,117)	(706,762)				
	17	Housing	(88,026)	(15,903)	(190,838)				
	18	Community Amenities	(335,593)	(357,035)	(2,142,207)				
	19	Recreation & Culture	(352,133)	(299,160)	(2,642,576)				
	20	Transport	(732,170)	(552,257)	(4,786,228)				
	21	Economic Services	(5,504)	(19,900)	(238,797)				
	22	Other Property and Services	(407,559)	(238,709)	(596,773)				
				(2,764,444)	(1,835,057)	(12,874,618)		15.06%	
<u>Adjustments for Non-Cash</u>									
<u>(Revenue) and Expenditure</u>									
	23	Profit/(Loss) on Asset Disposals	0	0	0				
	24	Leave Accruals	0	0	0				
		Movement in accrual interests	0	0	0				
	25	Depreciation on Assets	0	0	2,208,276				
<u>Capital Revenue and (Expenditure)</u>									
3	26	Purchase Property, Plant & Equipment	(3,495,386)	(34,826)	(538,000)				
	27	Purchase Infrastructure Assets - Roads	(1,658,693)	(340,125)	(1,251,210)				
	28	Proceeds from Disposal of Assets	-	-	0				
	29	Transfers to Reserves (Restricted Assets)	-	(1,007,228)	(1,007,228)				
	30	Transfers from Reserves (Restricted Assets)	-	400,000	400,000				
	31	Grants	-	-	-				
				-	-	-			
ADD	Net Current Assets Aug. 1 B/Fwd		1,030,930	1,030,930	1,030,930				
LESS	Net Current Assets Year to Date		4,712,308	6,414	7,697				
Amount Raised from Rates			1,764,050	1,755,778	-	1,755,778			

This statement is to be read in conjunction with the accompanying notes.

SHIRE OF CHRISTMAS ISLAND

STATEMENT OF FINANCIAL ACTIVITY

FOR THE PERIOD 1 September 2022 TO 30 September 2022

	30/Sep 2022 Actual \$	Brought Forward 1-Jul \$
Note 1. NET CURRENT ASSETS		
FM Reg 34 (2)(a) Composition of Estimated Net Current Asset Position		
CURRENT ASSETS		
Cash - Unrestricted	3,749,459	1,005,729
Cash - Restricted	4,818,699	4,585,316
Receivables	1,520,837	677,304
Inventories	597,077	832,279
Other Financial Assets	24,386	31,610
	10,710,457	7,132,238
LESS: CURRENT LIABILITIES		
Payables and Provisions	(1,179,450)	(1,755,865)
	9,531,007	-
		5,376,373
Less: Cash - Reserves - Restricted	(4,818,699)	(4,585,316)
Less: Cash - Restricted/Committed	-	0
NET CURRENT ASSET POSITION	4,712,308	791,057

Note 2. CURRENT RATIO		
Current Assets	10,710,457	9.08 : 1
Current Liabilities	1,179,450	
QUICK RATIO		
Current Assets - (Restricted Assets + Inventories)		
Current Liabilities		
10,710,457 - (4,818,699 + 597,077)		4.49 : 1
1,179,450		
Ratios greater than one indicates that Council has sufficient current assets to meet its short term current liabilities.		

SHIRE OF CHRISTMAS ISLAND
STATEMENT OF FINANCIAL ACTIVITY
FOR THE PERIOD 1 September 2022 TO 30 September 2022

Note 3.

VARIANCES

FM Reg 34 (2)(b) **Variances greater than 10% and \$ 10,000 were due to:**

General Purpose Comm Amenities	OPERATING REVENUE	
	50.2% above budget estimate	FAG received in advance
	24.7% above budget estimate	Garbage charges- Profiling of receipts

All programs	OPERATING EXPNDITURE	
	Majority of Programs Under Budget	10.8% under budget

Grants	CAPITAL INCOME	
	No capital purchases or unprocessed	Timing differences

CAPITAL EXPENDITURE

Property, Plant & Equipment Infrastructure Assets	Well under budget - LRCI works
--	--------------------------------



SHIRE OF CHRISTMAS ISLAND

SUBMISSION TO	Ordinary Council Meeting 25 October 2022
AGENDA REFERENCE	10.5.1
SUBJECT	Heritage Survey List creation
LOCATION/ADDRESS/APPLICANT	
FILE REFERENCE	
INTEREST DISCLOSURE	Nil
DATE OF REPORT	20 October 2022
AUTHOR	Chris Su, Director Planning, Governance & Policy
SIGNATURE OF AUTHOR	SIGNED
SIGNATURE OF CEO	SIGNED

RECOMMENDATIONS

That Council adopts the following batch of places nominated by the public for the first *Christmas Island Heritage Survey* in accordance with the *Heritage Act (WA)(CI) 2018*.

BACKGROUND

The Heritage Act (WA)(CI) 2018 was put in effect on Christmas Island from 1 July 2022 as part of the necessary legislation needed for the completion of the Commonwealth's *Christmas Island Strategic Assessment*. Interestingly it is the only state law to apply on Christmas Island and not to the Cocos (Keeling) Island, the first such departure since the 1992 WA Applied Laws Regime commenced. This is because no Strategic Assessment is occurring on CKI under the EPBC Act (1999)(Cth).

Council's Public Notice 25/22 '*Christmas Island Heritage Survey*' of 17 June 2022 requested nominations from the public for local areas and built forms that they would like to see on the list. A total of 20 buildings, retired mining plant, precincts and one shipwreck were submitted by the public.

This first batch of places put to Council contains nine of these nominations.

COMMENT

The SOCI research desk contacted officers from the Dept. Planning, Lands and Heritage in August 2022 for guidance on the creation of a Local Government Heritage Survey. Director Adelyn SIEW and Assistant Manager for the Historic Heritage Conservation unit Lara WATSON provided great assistance to Council staff.

Research officer Karin LWIN-LINES utilized archived secondary research and conducted new primary research for the project. The new primary research sheds light on some gaps in the existing literature on Island heritage, dominantly the 1988 Godden Mackay Logan's *Christmas Island Heritage Review* and the 1999 Peter Forrest *Christmas Island Cultural Heritage Survey*.

Batch one contains nine of the nominations, the remaining batch will be forwarded at a future Council Meeting. Photos will be finalized in the document once all batches are adopted.

STATUTORY ENVIRONMENT

Heritage Act (WA)(CI)2018

FINANCIAL IMPLICATIONS

None

STRATEGIC IMPLICATIONS & MILESTONES

Supports the framework needed for the Commonwealth's *Christmas Island Strategic Assessment* program.

VOTING REQUIREMENTS

A simple majority is required.

ATTACHMENTS

10.5.1.1 – Christmas Island Heritage Survey, batch one

10.5.1.2 – 25/2022 June Public Notice, Christmas Island Heritage Survey

Christmas Island Heritage Survey 2022



Flying Fish Cove, circa 1963

Executive Summary

Local Governments in WA are required to produce a *Heritage Survey*, formerly known as a *Municipal Inventory*, of places of cultural, historical, spiritual, scientific or natural heritage value in their local government area in conjunction with the community under the *Heritage Act (WA)(2018)*.

This Act was put in force on the Territory of Christmas Island by the Commonwealth for the 1st July 2022 as it is needed to assist in the legislative framework for the Commonwealth's *Strategic Assessment* of Christmas Island under the *Environment Protection and Biodiversity Conservation Act (Cth)(1999)*.

The existing service delivery agreement with the WA Department of Planning, Lands and Heritage was extended to fund the officers in the Heritage division to assist in the management and application of the provisions of the Heritage Act (WA)(2018) on Christmas Island.

A local government's Heritage Survey exists at the local level of heritage inventory management. The tier structure is as below –

Cultural heritage places in Australia can be recorded under many different heritage listings. Some of these listings give statutory protection to heritage places, and others are simply lists with unofficial or semi-official designations, often arising from local, community-based or thematic surveys as is a Local Government's Heritage Survey.

Statutory listings are issued by government organisations such as the Heritage Council, the Australian Heritage Council or local governments. The listing types are:

Listing Type	Organisation	Legislation
State Register of Heritage Places	Heritage Council of WA	WA Heritage Act 2018
Protection Order	Heritage Council of WA	WA Heritage Act 2018
Heritage Agreement	Heritage Council of WA	WA Heritage Act 2018

Karin Lwin
research@shire.gov.cx

Listing Type	Organisation	Legislation
Heritage List	Local governments	WA Planning and Development Act 2005; Local Planning Schemes
Heritage Survey	Local Governments	WA Heritage Act 2018
National heritage list	Australian Heritage Council	Environment Protection and Biodiversity Conservation Act (1999)

Note that it is the Local Heritage **Survey** from which a Local Heritage **List** will be drawn from. Items in the Local Heritage List under the WA Planning and Development Act 2005 and named in the local government's Local Planning Scheme instrument carry statutory protection. The Local Heritage **Survey** affords no statutory protection.

Contents

1. Settlement Precinct
2. Rumah Tinggi
3. Settlement Pre-War Bungalow Group
4. Seaview Lodge
5. Tai Jin House
6. Gun Emplacement
7. Christmas Island Mosque
8. Islamic School and Former Malay Quarters
9. Christmas Island Club
10. George Fam Centre
11. Japanese HQ, Bungalow 702, Drumsite

Settlement Precinct

Heritage Value: Exceptional

Historic / Scientific /Representative/ Aesthetic / Creative/technical

Authenticity: High

ADDRESS/LOCATION/BOUNDARY:

Both sides of Gaze Road in Settlement; from the southern boundaries of properties MQ31 and MQ5 and following the arch of Rocky Point continuing east as far as the eastern boundary of the Sea View Lodge, a projection from this boundary in each direction running north as far as the Indian Ocean and south to the base of the escarpment. **Road Frontage-** Gaze Road

STATEMENT OF SIGNIFICANCE:

The Settlement Precinct is a relic of post- World War II housing development by the British Phosphate Commission (BPC). It is significant with large numbers of standard pattern single and married accommodation that were constructed in designated areas for different ethnic groups. There are sufficient buildings surviving from the pre-BPC period to provide a diverse and interesting group of house types used since the 1920's which is demonstrative of the standard and variety of accommodation provided for the European community. The precinct has aesthetic qualities arising from its combination of low scale regular housing set amongst mature plantings of exotic trees and shrubs, as well as its foreshore oriented aspect.

Contrasts in approaches to the tropical environment is evident in the design of different buildings from different periods. This is illustrative of the social expectations and technological capabilities of different periods.

The Settlement Precinct is shaped in a crescent around the tip of Rocky Point. A blend of one and two storey residential buildings, masonry rendered bungalows and cottages infill a space between Gaze Road and the large timber bungalows which face the foreshore. These substantial residences have spacious gardens with servants quarters. Pre-war and post war, one storey bungalows and cottages are situated around the tip of Rocky Point. Two large concrete masonry houses, the Rumah Tinggi and the Seaview Lodge, were erected in identical materials at different times using one of several standard patterns.

HISTORY:

The Settlement Residential Precinct was developed in the 1930s by the British Phosphate Commission. A two storey Manager's Residence called the "Rumah Tinggi" was erected in 1931 east of Rocky Point. West of the Rumah Tinggi five substantial bungalows were built in a row facing the shore line. Attached to each bungalow are service areas for Asian domestic servants.

Karin Lwin
research@shire.gov.cx

These bungalows were occupied by Japanese forces during the WWII occupation of Christmas Island. Two of the bungalows were damaged during the occupation and subsequently demolished post WWII. Between 1946 and 1949, eight new bungalows were built along the foreshore, due to an increase in economy and access to materials, two more bungalows similar to the types built pre-war were erected with some improvements in the design.

DESCRIPTION:

Post-war, the area around the Settlement bungalows became the site of married and single quarters built to standard pattern designs in concrete masonry by the British Phosphate Commission (BPC). The Rumah Tinggi was then converted to single men's quarters for a short period of time while housing developments were completed; the Rumah Tinggi was then converted to a central Mess for single staff. Other facilities in Settlement, such as Visitors Quarters and a European Primary School were built post-war.

The Seaview Lodge at the eastern extremity of the Settlement Precinct was completed mid-1950 and became the new Managers House until 1988. East of the Seaview Lodge, three new community cemeteries were established, one European, one Chinese and one Malay. By early 1960s the Settlement precinct was mostly in place, minimal building occurred until the 1990s. The European Primary School was converted to a preschool for all children regardless of ethnicity. Since 1992 houses have been privately owned and some additions and alterations have taken place. In 1992/93 Seaview Lodge was purchased by the Christmas Island Casino and Resort (CIR) and used as an Administration Office. After the CIR closed in 1998, Christmas Island Phosphates purchased the Lodge. In 2007, the Seaview Lodge was purchased privately and restored to its original condition conserving its structure, form and character.

Integrity/Authenticity

Exceptional/High

Relatively good form/Character and structure intact.

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.
Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.
Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.
Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.
Hunt, J. *Suffering Through Strength: The Men who Made Christmas Island*, John Hunt 2011.
Primary research interviews with CI residents, 2022.

Karin Lwin
research@shire.gov.cx

Rumah Tinggi

HERITAGE VALUE: EXCEPTIONAL

Historic / Representative / Aesthetic/ Associative / Social

AUTHENTICITY : High

ADDRESS/LOCATION:

Eastern side of Jalan Rumah Tinggi between Coconut Grove and Indian Ocean. Road frontage - Gaze Road

STATEMENT OF SIGNIFICANCE:

Rumah Tinggi was built by the British Phosphate Commissioners in 1931 and is one of the few pre WWII British colonial masonry buildings to survive. Historic provision of accommodation, Island Manager's residence for first ten years, converted into single men's quarters and central mess in 1949. It was a core component in the experience and lifestyle of European employees. This building is closely associated with post war single men's and single women's buildings built nearby in 1956. In the 1970s a single men's barracks was added at the back of the building.

HISTORY:

Rumah Tinggi was built in 1931 as the Island Manager's residence. It was occupied by Manager G.Vinen, and his wife for the first ten years until the Japanese Occupation of Christmas Island in 1942. It is unclear what it was used for during WWII. In 1949, post-war, the Rumah Tinggi was converted into single men's quarters until the construction of housing for single men and single women was completed in 1956. In the same year a butchery, bakery and staff quarters were added. Since 1988 the Rumah Tinggi has been used as a tavern, restaurant. The original men's barracks at the back of the building has been converted into backpackers accommodation.

Physical Description:

Rumah Tinggi is a large two storey building of rendered brick and concrete masonry blocks, with a corrugated colour bond roof. It has single storey wings on the east and west side and an entrance portico on the north side with an enclosed upper level balcony, the two storey central section is the original building dating from the 1930s. A grass lawn and coconut palms sit on the seaward side in front of the portico alongside recently added steps and a verandah leading up to the bar. The roof above the central section is undergoing renovation due to weather events.

Integrity/Authenticity:

Exceptional/High

Good Form/Structure intact/Character intact/Appropriate Additions and alterations

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.
Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.
Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.
Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.
Hunt, J. *Suffering Through Strength: the men who made Christmas Island*, John Hunt 2011.
Primary research interviews with CI residents, 2022.

Karin Lwin
research@shire.gov.cx

Settlement Pre-War Bungalow Group

HERITAGE VALUE: EXCEPTIONAL

Historic/Representative/Aesthetic/Associative/Social/Scientific/Creative-
Technical **Authenticity:** High

Address/Location:

Road Frontage Gaze Road

Statement of Significance:

The pre-WWII buildings are historically significant as the last residential buildings constructed by the British Phosphate Company prior to the Japanese occupation. A high degree of pre-war creative achievement demonstrated in different techniques and approaches to the tropical environment. The attached service quarters at the rear of each house were for Asian servants. Pre-war residences illustrate a structure of class and race evident in the context of their period. This group is associated with the Japanese occupation as the garrison soldiers occupied the buildings during WWII. These buildings are significantly associated with senior European staff, the pre-war bungalow group is historic as the largest and finest pre-war colonial pattern design. The Pre-war group has aesthetic qualities, oriented to an ocean front perspective with substantial gardens of native shrubs and plantings.

History:

Five early 1930s pre-war bungalows on the west side of the Rumah Tinggi Managers Residence were occupied by 1935 by Senior European staff. Each house had servants quarters with a walkway clad in asbestos concrete at the rear of the bungalow. All were occupied by the Japanese during WWII, post war they needed repairs, three mid 30s ocean facing bungalows (MQ 5, MQ 6, MQ 8) around the projection of Rocky Point were built to an identical design were refurbished post-war and two Bungalows were demolished and replaced. In 1992 the pre-war bungalow group was sold to private purchasers except for no.6, which became the Administrators House.

Physical Description:

The Pre-war bungalows erected mid 30s are erected in timber on rendered concrete masonry piles. Set approximately 1.5 metres above ground level, concrete steps provide entry access to the building. A skillion roofed verandah is enclosed. The servants quarters dating post-war are rendered in concrete masonry and connect to the rear of the house under gabled corrugated roofs. Alterations and refurbishment is appropriate.

Integrity/Authenticity: High/High

Good form/ Structure intact/ Character intact /Appropriate additions

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.
Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.
Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.

Christmas Island Heritage Survey 2022
Adopted 25.10.22

Karin Lwin
research@shire.gov.cx

Williams and Macdonald, The Phosphateers, Melbourne University Press, Melbourne 1985.

Hunt, J. Suffering Through Strength: the men who made Christmas Island, John Hunt 2011.

Primary research interviews with CI residents, 2022.

Seaview Lodge

HERITAGE VALUE: EXCEPTIONAL

Historic/ Scientific / Representative / Aesthetic/ Creative / Social / Associative

Authenticity: High

Address/Location:

East of Seaview Close, between Gaze Road and the Indian Ocean. Road frontage- - Gaze Road

Statement of Significance

The Seaview Lodge is the most prestigious residence on Christmas Island. It was called into prominence as a new Island Manager's residence from the early 1950s until 1988. Used for many formal functions, it also served as accommodation for visiting dignitaries. Designed with purpose to impress the occupants' status upon visitors, its substantial size and neo-classic symmetrical architecture, was appointed to outclass the former District Officers residence.

Within the context of the Island, this provided evidence of the status of these two functions. The Seaview Lodge is representative of post war colonial architecture which diverged when the British Straits government began to develop economic resources. This is reflected in the neo-classical, rational, formal style of Seaview Lodge defining its heritage as an example of British architecture in the Straits Settlements pre-war. It has aesthetic qualities in its stripped style architecture flanked by manicured gardens , its outlook over the Indian Ocean provides a picturesque setting.

History:

The Seaview Lodge was built in the 1950s by the British Phosphate Commission for a new Island Manager. The Lodge remained the Island Manager's residence until the closure of the British Phosphate mine in 1988. Ownership was then taken over by the Australian Government . In 1994 the building was sold to Indonesian entrepreneurs who opened the Christmas Island Casino and Resort (CIR), despite its prosperity it closed in 1997. Ownership then changed hands to Christmas Island Phosphates (CIP) who then sold it in 2007 to a private owner. The new owner of the residence funded a complete restoration of the building back to its original 1950s state. The Seaview Lodge is representative of post-WWII economic expansion and illustrates social and class expectations in the lifestyle of European society. The capability to construct this colonial style architecture, demonstrates post war economic expansion on Christmas Island the 1950s.

Physical Description :

Seaview Lodge is a post-war two storey rendered concrete masonry residence. A gabled hipped corrugated colorbond roof , has appropriately replaced the original roof which was

Karin Lwin
research@shire.gov.cx

clad in asbestos cement but looked remarkably the same. The building retains its concrete-block masonry and has been restored appropriately to conserve its Straits Settlement neo-classical British colonial heritage. The stark white reminiscent of British- Singapore architecture has been repainted lemon, which does not mask its historical value. The building features a porte-cochere over the driveway, with a balcony on the upper level. Previous 80s alterations in walls have been restored to its original form to conserve the historical period and prestige of the Seaview Lodge.

Integrity/Authenticity

Exceptional/High

Excellent form/Appropriate Alterations/ Restoration/ Conservation/Intact

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.
Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.
Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.
Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.
Primary research interviews with CI residents, 2022.

Tai Jin House

HERITAGE VALUE: EXCEPTIONAL

Historic / Aesthetic / Social / Scientific / Rarity / Representative

Authenticity: High

Address/Location:

South side of Smith Point Road, 500 metres west of the boat jetty in Flying Fish Cove. Road frontage – Smith Point Road

Statement of Significance

Tai Jin House is historically significant, erected in 1931 as one of the first pre-WWII concrete masonry buildings. It served as the District Officer's and Former Administrator's residence. It is representative of colonial administration and a central component in the lifestyle and experience associated with many employees on the Island. Tai Jin House (known colloquially as Buck House) served as a courthouse, the Office of the Chinese Protectorate, government office, venue for formal functions and the government representative's residence until 1995. Its facilities and layout are demonstrative of amenities provided by the Christmas Island Phosphate Company to the Government representative, and are illustrative of the expectations and self-concepts of Colonial District Officers. The building is constructed in a typical Colonial Straits Settlements design complete with servants quarters. It is associated with similar features of former Mine Managers Residences, Tai Jin House was designed to impress visitors with the status of its government occupant. Within the Island context, this demonstrates evidence of the relative importance of these functionaries. It has aesthetic qualities with its style associated with South East Asia's colonial architecture. Its gardens are remnant of British grandeur sloping to a spectacular ocean out-look. Tai Jin House is positioned on top of the Smith Point cliff, its prominent location in a picturesque setting makes it distinguishable as a local historical local landmark.

History

Tai Jin House was completed pre-war as one of the first buildings constructed in concrete masonry on Christmas Island in 1931. Designed first to house the District Officer's residence, it replaced the former Colonial Officer's timber house built on the same site in the early 1900s. The upper floor housed the District Officer with the lower floor used as offices, and official functions. British Sovereignty was transferred to Australian Sovereignty in 1958; this signaled the replacement of the British District Officer with an Australian Official Representative. In 1962, the interior was refurbished and etched glass replaced the timber lattice screens in the arched windows on the ground floor and in 1964 a cantilevered balcony was constructed, in 1968 the title of the government representative was upgraded to Administrator and in 1970 a welcoming portico was added at the entrance beneath the

Karin Lwin
research@shire.gov.cx

balcony. The last Administrator vacated the building in 1995. Tai Jin House was refurbished and repurposed as a small museum which opened in 2008.

Physical Description

The former Administrator's house is a two storey pre-WWII building, constructed with rendered brick and concrete masonry. A hipped roof clad in terracotta tiles from Marseille covers the main building and the walkway to the servants quarters. A gabled portico over the steps at the entrance supported on circular concrete pilasters with a cantilevered balcony on the upper level over the portico roof is a feature of the building. At the entrance of the lower floor, a polished timber replica of an original sign states Queen Victoria took possession of Christmas Island in 1888 and represents the British colonial Heritage of the Island. Square columns support the upper floor over a concrete verandah which runs around three sides of the building. The building has aesthetic qualities; its sparse detail brings attention to large arched windows on the lower floor verandah. This detail is infilled with finely etched glass and French doors in timber framing. The other windows on the building are rectangular with multi-paned steel frames set in neutral painted walls of rendered concrete masonry. At the rear of the building are single storey Servants Quarters with a terracotta tiled gabled roof. A covered walkway clad in Marseille terracotta tiles and held up by timber posts, link the servants quarters to the main house. This building has aesthetic, associative, representative and historical value. The property retains original plantings of natural shrubs and flowering trees in a lawn sloping to an ocean outlook from the cliff on the northern side. A flagpole representing the government is set close to the cliff on the west side of the building.

Integrity/Authenticity

Exceptional/High

In relatively good form/Structure and Character Intact/Appropriate minor alterations to design Museum space/ Funding required to preserve conservation and maintain purpose.

Godden Mackay, L., *Heritage Review, DCPs and Development Guidelines*, Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island. 1988.

Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.

Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.

Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.

Hunt, J. *Suffering Through Strength: the men who made Christmas Island*, John Hunt 2011.

Forrest, P. *Christmas Island Cultural Heritage Survey*, 1989.

Primary research interviews with CI residents, 2022.

Karin Lwin
research@shire.gov.cx

Gun Emplacement

HERITAGE VALUE: EXCEPTIONAL

Historic/ Aesthetic/Rarity/Associative

Authenticity: High

Address/Location:

South side of Smith Point. Road frontage - Smith Point Road

Statement of Significance:

The Fort and all elements associated with it including; the BL 6-inch Mk VII naval gun (gun & breech), the barracks and armory is historically significant as a rare primary relic of WWII. The naval gun was installed at the fort on top of the cliff with a substantial ocean outlook overlooking Flying Fish Cove to strengthen seacoast defense. The gun represents the principal characteristics of colonial military strength in South East Asia.

In 1942 the naval gun and barracks played a significant role in events leading up to the mutiny of colonial troops, enabling the Japanese occupation of Christmas Island. A stone wall skirts the gun and connects to the barracks and the armory, all elements associated with the garrison, have scientific significance yielding information that can contribute to an understanding of British colonial naval defense in WWII.

The Smith Fort barracks and naval gun are associated with a 20th century period of strong colonial rule in South East Asia. It is also representative of the Japanese manipulation of British-Indian troops, of which they had entered into directed propaganda to drive British-Indian soldiers to revolt against their colonial masters. The gun demonstrates a high degree of technical achievement as naval heavy artillery emplaced at the Fort. The gun and garrison is associated with events leading up to the Japanese occupation of Christmas Island. On the 11th of March 1942, British-Indian troops led a mutiny against colonial servicemen and executed the 5 English soldiers trained to man the gun while they slept in the barracks nearby.

This event enabled the Japanese occupation of Christmas Island.

The Fort and Gun are significantly associated with the Indian soldiers push against colonial oppression and their assumption that the executions were justified and liberation by the Japanese was inevitable. The gun has aesthetic qualities emerging from its military character and its picturesque setting high on the cliff with an ocean outlook. The gun and the fort are replete with associations to colonial activities. All elements of the fort are associated with colonial activity in South East Asia and represent the political position of Christmas Island at the start of WWII.

.

History:

In 1940, the 6 inch breech-loading naval gun (BL 6-inch MkVII) was emplaced at Smith Point to defend Christmas Island during WWII. On the 17th February 1942, the gun fired upon a suspected Japanese submarine, this was its first and only action. This makes it one of the few

Karin Lwin
research@shire.gov.cx

shore based guns to have ever shot in anger in Australia in time of war.

On the 11th of March 1942, British-Indian soldiers abetted by Sikh policemen, led the murder of five English troops as they slept in the Barracks nearby. They murdered the colonial troops expecting 'liberation' by the approaching Japanese. The Japanese landed in Flying Fish Cove on the 31st of March, the mutiny had disabled the Island's seacoast defense and enabled the Japanese Occupation of Christmas Island. Without 'liberation', the Indian mutineers surrendered. In 1983 a 'Plaque of Remembrance' with the names and ranks of the five executed English troops, was donated by ex-servicemen and erected on the stone wall adjacent to the barracks surrounding the gun. In 2000, Australian Navy volunteers from the HMAS Kanimbla restored the gun's mounting, refurbished the 6 inch rifling and repainted it in its original dark-grey colour representative of British Navy heavy artillery in the 1900s.

Physical Description

Designed for seacoast defense, the breech-loading 6 inch Naval gun (BL Mark-VII) has a ranging station of 23,130 metres and a firing velocity of 900 metres per second, it is mounted on a central pivot Mk II with a heavy travelling carriage elevated at 45 degrees. It is a peak example of shoreline defence technology associated with British Navy artillery in WWII. The metal rifling was refurbished and the gun repainted in the original gun-metal dark grey colour in 2000. Due to salt damage caused by its proximity to the ocean and its elevation in line with frequent sea salt wind, signs of erosion continue to progress. Frequent intervention is necessary to maintain and conserve this rare, historical and associative surviving WWII relic.

Integrity/Authenticity

Exceptional/High

Gun in reasonably good form/Character Intact/Structure Intact/ Fort has progressive signs of erosion, frequent intervention necessary to conserve garrison.

Godden Mackay, L., *Heritage Review, DCPs and Development Guidelines*, Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island. 1988.

Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.

Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.

Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.

Hunt, J. *Suffering Through Strength: the men who made Christmas Island*, John Hunt 2011.

Forrest, P. *Christmas Island Cultural Heritage Survey*, 1989.

Primary research interviews with CI residents, 2022.

Christmas Island Mosque

HERITAGE VALUE: HIGH

Historic/ Aesthetic/ Social/ Representative/ Associative/ Scientific

Authenticity: High

Address/location:

North East corner of the intersection of Jalan Pantai and Jalan Kampong Melayu

Statement of Significance:

The Mosque is historically significant as a post-war religious facility constructed in 1951/52 for the Malay community using a template of a basic mining building. The current Mosque was completed with the Minaret in 1961-1962 and is an example of Islamic architecture applied to a typical colonial 1950s mining building. This demonstrates the cultural facilities provided by the mine for the Muslim Malay community during the early years of mining operation.

The completion of the Islamic architecture applied to the original basic mine building is illustrative of an increase in the economy which provided access to concrete masonry and tools. It has historical significance associated with Muslim Malay mine workers brought in to work for the Phosphate mine and for the mine's port facility nearby. The Mosque is significant, it is associated with the Malay community and representative of their spiritual, cultural and social life. The Mosque has aesthetic significance as a mining building with the application of Islamic religious architecture. In its context, it is a prominent landmark and demonstrates cultural facilities provided by the mining company for the Malay community during its primary operation.

History:

The original Mosque was a basic rectangular building constructed in 1952/53 for the Malay community using the template of a regular mine building by the British Phosphate Commission. It is representative of the Islamic faith and culture associated with the Malay community and was provided in the early operation of the mine. From the early 1950s it has been the religious center for Christmas Island's Malay workers, was documented to be one of the largest Muslim communities in Australia (Forrest, P. 1989). In 1961/1962, the addition of the Islamic architecture applied to the Mosque illustrates a post-war increase in the economy which provided the mining company access to concrete masonry and tools to construct the Minaret. The Mosque has functioned from the time it was built to the present as an important religious and cultural facility; it is an important venue for prayers, gatherings and important meetings.

Since completing the Mosque, the Muslim community on Christmas Island has been led by an Islamic Council, an appointed Imam guides prayers in the Prayer Hall and sounds the call to

Karin Lwin
research@shire.gov.cx

prayer from the Minaret. Respected elders assist with decisions for the Malay community and Muslim teachings in the Madrasa, Islamic School. The Mosque has functioned as a religious center for the Muslim Malay community from the time it was built. The current Mosque and Minaret were completed in 1961. The Island celebrated the 50th anniversary of the Mosque in 2011 on the grounds of the Mosque, Islamic School and Malay Club. On a plaque directly outside of the Mosque, the year it was built is recorded as 1962. Both the 1961 and 1962 recorded dates of construction are accurate as on the Islamic calendar the Hijri year 1381 covers part of both, this indicates the time the Mosque was built.

Physical Description:

The Mosque is a single storey rectangular building constructed in rendered concrete masonry in the early 1950s. It has a rendered concrete clad corrugated hipped roof, with a small rectangular projection bay in the middle of the west wall. The concrete octagonal Minaret tower with an onion domed roof completed in 1961/1962, is located at the North East corner to the Main Prayers Hall, elevated on top of the gold dome of the Minaret, and on top of the skillion -roofed single storey Main Hall extension built in 1972/1973, is an Islamic Star and Crescent symbol, which designates the Main Prayers Hall, Minaret and the Main Hall as Muslim religious facilities.

In 2013/14 awnings were added to the exterior of the east and west wall of the Main Hall, on the east side there are half-onion shaped rain hoods and semi-circular windows, the Mosque was refurbished in the 1990's. As an aesthetic/associative/representative and historic early post-war building, its scale, Islamic character and form should be conserved. Appropriate additions and awnings added to an extension of a Main Hall used for gatherings and meetings. The gold sheeting covering the half-onion domes on the south wall of the Main Hall preserve an Islamic character and mirror the gold sheeting of the dome on top of the Minaret.

Integrity/Authenticity: High/High

Exceptional condition/Preserved form and character/Building intact.

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.
Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.
Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.
Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.
Forrest, P. *Christmas Island Cultural Heritage Survey*, 1989
Primary research interviews with CI residents, 2022.

Islamic School and Former Malay Quarters

HERITAGE VALUE: HIGH

Historic/ Scientific/ Associative/ Representative/ Social

Authenticity: High

Address/Location:

North Side of Lorong Melayu, Intersection Lorong Melayu and Jalan Pantai. Road frontage – Jalan Pantai.

Statement of Significance:

The Islamic School and the original Malay Quarters were built by the British Phosphate Commission during the post-war period. They are comprised of five rendered single storey, concrete masonry buildings, which demonstrate standard designs of residential quarters for Asians, and demonstrate a post-war Colonial approach to housing for Malay workers on Christmas Island. The Islamic School is associated with the Malay community and is culturally and socially important, converted from vacated Malay Quarters, the Islamic School has been aesthetically altered to impart a more Islamic architecture. The Islamic School and original Malay quarters group, is socially significant. It has strong spiritual and cultural qualities associated with the Malay community. It demonstrates the principle characteristics of the Malay community cultural environment and place. It is important in demonstrating a high degree of technical and creative achievement in the post-war period in its Island context.

History:

The Malay Kampong was originally situated alongside European bungalows at the forefront of Flying Fish Cove. The European bungalows were removed post WWII and the Europeans resettled in Rocky Point in Settlement. In the 1960s, apartment blocks mirroring Singapore's Housing Development Buildings (HDB) were constructed to replace earlier housing. The Malay community left their homes to move into the newer building which were repurposed into the Islamic School to provide religious instruction. In the 1990s, the addition of an Islamic facade altered the buildings to represent a Muslim school. This post-war Islamic school is historically significant in its association with the Malay community and its representation of the Muslim faith.

Description:

The Islamic School is included in the group of 1950s residential buildings known as the Malay Quarters. The Islamic School is comprised of five rendered concrete masonry buildings with gabled roofs, four buildings are longitudinally oriented. Both the Malay Quarters and the Islamic School are similar to each other built to standard designs by the British Phosphate

Karin Lwin
research@shire.gov.cx

Commission. The Islamic School is located in the southern-most three buildings which are refurbished and repainted with an Islamic motif. The most northern pair are used for storage and located in the potential rock-fall zone which is monitored. There is scope for sympathetic additions on the outside buildings. On the east side of the Islamic school, is an outside compound of old Malay Quarters buildings which retain their original structure. Within the compound, one unit is used as a small food store (Al Barakah) and is intact, in good form, some are used for storage, the north-eastern most units of the compound retain their structure but appear dilapidated in need of restoration. A gable-roofed pergola is carried on steel framing and clad with metal sheeting, it covers quarters parallel to each other between eastern-most and western-most units in the outside compound east of the Islamic School. The units of the original Malay quarters are associated with the Islamic School and Mosque, these buildings are high in heritage value and integrity and require conservation.

Condition: The Islamic School is in good condition with character structure, form and scale intact with appropriate additions added over the years. On the eastern side of the Islamic School is a Malay Quarters compound, one unit is a Malay-Muslim grocery store (Al Barakah), some are used as storage areas, these are in relatively good condition. Units on the north-eastern side of the compound appear dilapidated. The Malay Quarters group is historically significant, high in representative, associative and social significance, restoration and refurbishment is required for conservation.

Integrity/Authenticity: High/High

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.
Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.
Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.
Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.
Forrest, P. *Christmas Island Cultural Heritage Survey*, 1989
The Shire of Christmas Island, 2022.
Primary research interviews with CI residents, 2022.

The Christmas Island Club

HERITAGE VALUE: EXCEPTIONAL

Historic/ Aesthetic/ Social/ Representative/ Scientific/ Associative

Authenticity: High

Address/Location: Southern extremity of Club Road, 100m east and south of the Club Road – Tong Chee Road intersection. Road frontage – Club Road.

Statement of Significance:

The Christmas Island Club (known locally as the C.I Club) was erected pre-WWII as a European staff facility. It is historically significant as one of the earliest buildings constructed in the 1920's under the British Administration of Christmas Island and representative of colonial architecture in South East Asia. The Club is associated with European employees, and built to provide a facility for recreation and community activities. It was also in its early history the Island Managers residence until the Rumah Tinggi was completed in 1931.

In 1949, European Primary School classes commenced in the basement of the C.I Club until a purpose built European Primary School in Settlement was completed, today known as the Tom Patterson Early Childhood Centre.

The CI Club is socially significant as it is strongly associated with the lifestyle and experience of European colonial employees from 1920 through to the Australian sovereignty period post 1958 with its official apartheid policies in place through to the 1970s and early 80s separating Caucasian employees from non-Caucasian.

It thus demonstrates the early principle characteristics of colonial self-perception which continued anachronistically into the 1970s and early 80s within modern Australia in isolation from the progressive steps on the mainland in this space.

It has academic significance as it yields information that will contribute to an understanding of how the history of colonization is associated with colonial marginalization of people of colour under British rule. This building is associated with the British colonial administration of Christmas Island and broader to South East Asia and Australia. It has aesthetic significance in its basic bungalow design set in the picturesque setting with an Island outlook and distant ocean view. It is historically significant to Islanders in representing the downfall of colonial racism and the final lawful inclusion of Malay, Chinese and others who may wish to frequent the facility to participate in activities such as billiards, darts, social events or fundraising to name community events.

History:

The Christmas Island Club was erected as a European Staff Club in the late 1920s as a venue for the provision of recreation pre-WWII. The Christmas Island club is symbolic of class and race segregation which is a feature of much of the 20th century colonial administration of South East Asia and Christmas Island.

The C.I Club demonstrates the facilitation of an elite experience and lifestyle under British administration. Similar in design and materials used for the construction of residential bungalows in Flying Fish Cove and around Rocky Point in Settlement, the C.I Club also served as a Primary School post-war which commenced lessons in its basement in 1949, until a purpose built Primary School for Europeans was erected in Settlement in 1952.

The C.I Club designated is associated with Europeans to provide recreational, social and community activities until desegregation occurred in the late 1970s and early 80s. It is associated with socio-political change, as the anachronistic local administration's policies to exclude people from attending the C.I club according to race and class were retired as the Union of Christmas Island Workers won legal civil rights argument after legal civil rights argument in the late 70s and early 80s.

The heritage value of the C.I Club is significant in historic, social, representative, associative, scientific, and aesthetic qualities. Conserving its heritage is fundamental in understanding the socio-political landscape of pre-war and post-war, colonial history and changes in values and attitudes illustrated by the community, location and events in the time period and design of this building. The C.I Club is exceptional in heritage value, progressive erosion a lack of funding has severely impacted restoration and a lack of funding has disabled conservation.

Description:

The C.I Club is a two storey timber and steel framed building clad in cement sheets. The corrugated gable roof is hipped at the southern end, with a skillion extension over the verandah on the Western side. Various renovations include octagonal concrete piers between the upper floor and the steel joists which are inserted into the framing to increase an internal clear largely open space on the upper and lower floors. Partition walls designate service rooms, bar and kitchen upstairs and store rooms downstairs. The open balcony on the north side is comprised of a concrete slab over concrete piers. In the 1990s, the basement was briefly used as a gymnasium.

Condition:

Due to the C.I Club being abandoned in the early 2000s, it is in extremely poor physical condition with a severely dilapidated interior. This exceptional heritage building has structural issues that need to be addressed.

Karin Lwin
research@shire.gov.cx

This building is assessed as an individual listing, exceptional in heritage value and high in integrity. It is listed on the Commonwealth Heritage List but does not have the required Heritage Management Plan under the EPBC Act (1999)(Cth) in place to manage it.

Restoration is necessary to retain its contribution to the precinct, maintain its heritage significance and comply with the EPBC Act (1999)(Cth).

Integrity/Authenticity

Exceptional/High

Extremely poor form/ Evidence of scale and character/Not Intact

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.
Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.
Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.
Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.
Forrest, P. *Christmas Island Cultural Heritage Survey*, 1989
Hunt, J. *Suffering Through Strength: the men who made Christmas Island*, John Hunt 2011.
Australian Government, Attorney General's Department, Christmas Island Club, ARUP, Canberra, 2009
Primary research interviews with CI residents, 2022.

Roundabout Flats

HERITAGE VALUE: EXCEPTIONAL

Historic/Associative/representative/Aesthetic/Creative- Technical

Authenticity: High

Address/Location:

East side of Gaze Road – Road frontage Gaze Road

Statement of Significance:

The pre-war Roundabout Flats or former Asian Staff Quarters is significant as they provided residential quarters for non-laboring Asian staff. Characteristic of their colonial period, they provide a contrast in size, location, and layout to European pre-war residences and are demonstrative of class, race and social structures.

The Pre-War two storey design provides a contrast to pre-war single storey European residences. They are associated with the WWII Japanese Occupation of Christmas Island, in that the two Roundabout buildings were used to house prisoners of war. There is aesthetic significance, as two storey pre-war buildings the Asian Quarters contribute a visual impact to their streetscape position between the traffic roundabout and the Murray Road intersection. They are a strong distinct landmark constructed in the 1920s with an identical approach to the tropical climate a characteristic of their colonial-architecture in contrast to the buildings constructed post-war by the British Phosphate Commission.

History:

The Asian Staff Quarters, locally known as the Roundabout Flats, were erected in the early 1920s in association with the Christmas Island Phosphate Company Administration. As part of the group of residential builds in the Administration Precinct, the Roundabout Flats are significantly associated with the Japanese occupation and were used to house prisoners of war during WWII. They continued to operate as Asian Staff Quarters until de-segregation occurred in the 1970s. The buildings have been purchased privately since 1990 as residential flats.

Physical Description:

The buildings are part of the 1920s historic pre-war group of residential buildings (locally known as the Roundabout Flats), consisting of two buildings, constructed in rendered brick concrete-masonry. Almost identical, the buildings are accessed via the concrete steps central to each building. In each building there is a breezeway attached at the rear of four, two-storey flats. The upper floor is supported by a rendered masonry wall, serving as a verandah banister. The external walls have vent holes in the upper surfaces to allow for a flow of hot tropical air. Since 1992 private owners have purchased the property. The buildings are in generally

Karin Lwin
research@shire.gov.cx

moderate condition but require stages of renovation to paint, refurbish and conserve to halt progress of deterioration.

Integrity/Authenticity:

Exceptional/High - Moderately good form/ Structure Intact/Character Intact

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.
Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.
Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.
Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.
Forrest, P. *Christmas Island Cultural Heritage Survey*, 1989
Hunt, J. *Suffering Through Strength: the men who made Christmas Island*, John Hunt 2011.
Primary research interviews with CI residents, 2022.

Karin Lwin
research@shire.gov.cx

George Fam Centre

HERITAGE VALUE: EXCEPTIONAL

Historic/Aesthetic/Social/Representative/Associative

Authenticity: High

Address/Location:

2 Murray Road, - Nearest precinct Settlement

Statement of Significance:

The George Fam building is historically significant, built post-war as an Asian School it delivered all lessons in English and is known locally as the “English School”. After the British Phosphate Commission took over, this building was erected as the first formal Asian Primary School in 1950 and first opened in 1951 and later became the first Asian Secondary School. The building illustrates the provision of an Asian community education-facility by the British Phosphate Mining Company. Its location and size is indicative of the social situation and size of the Asian workforce in the Island context, during that period.

In 1961 the George Fam Secondary School admitted a small number of willing European students.

History:

The George Fam building is a purpose built Asian education facility erected in 1950 under the administration of the British Phosphate Commissio. The British Phosphate Company was instrumental in the provision of community facilities and the George Fam Asian English - Language Primary School opened in 1951 which later expanded to also accommodate Secondary School students. It was instrumental as the British Government required the BPC to provide as such under the terms of operations; Australia was not yet a formal governing body on the island until 1958 when the transfer would occur.

Its location and size are indicative of the social situation and size of the Asian workforce in the Island context at that period of time. Over the next decade progressive expansion determined its current size. A new Asian Primary School opened in Drumsite in 1961, which left George Fam as the only Secondary School with the attendance of a small number of European students. In the late 1980s it was converted to accommodate offices for the Shire of Christmas Island, and renamed out of respect for the former Headmaster Fam Choo Beng (George Fam) the “George Fam Building”.

In 1974, the area school in Drumsite was opened for Primary and Secondary students up to Year 10, and the George Fam Secondary School was closed shortly after. The Christmas Island District High School in Drumsite now caters for students from Pre-Primary up to Year 12, the

Karin Lwin
research@shire.gov.cx

George Fam Building contains offices for The Shire of Christmas Island and a small community Library.

Physical Description:

The George Fam Building is a single storey, rendered brick and concrete masonry building with a gabled modern corrugated iron roof which replaced a corrugated roof clad in asbestos-cement. Running North/South along the main wing are three projections from its western side extending with covered ways to two toilet blocks on the eastern side at ground level.

Positioned against the escarpment, square concrete piers carry the projecting three wings. The building was originally asymmetrical with three wings until a lower an additional wing was extended northwards at the northern end of the building. The addition of solar panels was recently installed on the roof, other restoration, additions and refurbishment is appropriate, conserving the structure, form and character of the building. Original signs indicating the "Boys" and "Girls" toilets and the library are remnant of a 1951 Asian Language school.

Integrity/Authenticity:

Exceptional/High

Form Exceptional/ Structure and Character Intact /Appropriate addition of signage/ / Roof Solar Panels appropriate/Restoration, Refurbishment and Conservation upkept by the Shire of Christmas Island.

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.
Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.
Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.
Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.
Forrest, P. *Christmas Island Cultural Heritage Survey*, 1989
Hunt, J. *Suffering Through Strength: the men who made Christmas Island*, John Hunt 2011.
Williams, M. *Three Islands*, The Griffin Press, Adelaide, 1971.
Primary research interviews with CI residents, 2022.

Japanese House, Bungalow 702, Drumsite

HERITAGE VALUE: EXCEPTIONAL

Historic/Aesthetic/Representative/Associative/Creative-Technical

Authenticity: High

Address/Location: 12 Lam Lok Loh - Drumsite

Statement of Significance:

The Japanese House, Bungalow (702) is historically significant, similar to bungalows in the pre-war group in Settlement and one of the last residential buildings built by the British Phosphate Company as a residence for the Chief Mechanical Engineer, associated with the mine and railway workshops. It was built in the mid 1930's and is associated with the Japanese Occupation of Christmas Island from 1942-1945. It is the only building of its type in Drumsite as a member of a pre-war group of four surviving on the Island. It illustrates creative and technical differences between approaches and building technologies indicative of the pre-war period and illustrative of class and racial social structures of the period, compared post-war buildings erected by the British Phosphate Commission.

Bungalow 702 is associated with the Japanese Occupation who used it as a residence and radio station for garrison soldiers lending the name "Jap House" from this time. It is one of the finest and largest pattern design residences of the pre-war group of four surviving on the Island. It has significant aesthetic qualities with its Northern side ocean outlook, interrupted only by a vacant grass land embedded with steel tracks which had bordered Jarrah Wood sleepers, remnant of trains used to charter locals or phosphate to different precincts. It is a premium example of Colonial architecture in its building design and approach to the tropical climate.

History:

Bungalow 702 was erected for the Chief Mechanical Engineer by the British Phosphate Company during 1934-1935. The engineer was in charge of mining structures and railways on Christmas Island. Similar to surviving European bungalows in Rocky Point and also to demolished European Bungalows in Flying Fish Cove from this time. During WWII, it was occupied by Japanese garrison soldiers which forged the name "Jap House" from this time. After the war it was refurbished as European Married Quarters. In 1975, school teacher Michael Grimes a key figure in establishing the Union of Christmas Island Workers and his family occupied the residence. In 1988 a cyclonic weather event severely damaged the building leaving it uninhabitable. The Commonwealth later sold it to a local private purchaser after 1992, who dedicated the better part of 10 years to restore and refurbish the building into a livable modern family residence.

Karin Lwin
research@shire.gov.cx

Physical Description:

The Jap House Bungalow; is a one storey rendered brick masonry building set 1.5 meters above ground level, accessible north side via concrete steps. The timber frame was restructured post storm damage, and set on rendered masonry piles with large concrete caps, the original gabled cement asbestos clad roof, has been replaced with a gabled corrugated steel roof with solar panels attached, an enclosed verandah runs from north to south, south to west and west to north extending rooms in the interior of the building. The rendered masonry servants quarters at the rear of the building, are linked to the house via a covered walkway. It has aesthetic significance set in spacious grounds remnant of a colonial garden with an uninterrupted ocean outlook.

Integrity/Authenticity:

Exceptional/High Form intact/ Restoration- refurbishment conserves structure/Character intact/Added roof solar panels appropriate/Scale and structure intact.

Godden Mackay, L., 1988. *Heritage Review, DCPs and Development Guidelines, Christmas Island*. Christmas Island [Collection] Christmas Island.
Neale, M and Adams, J. *We Were the Christmas Islanders*, Bruce Neale, ACT, 1998.
Neale, M and Adams, J. *Christmas Island the Early Years*, Bruce Neale, ACT, 1998.
Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985.
Forrest, P. *Christmas Island Cultural Heritage Survey*, 1989
Hunt, J. *Suffering Through Strength: the men who made Christmas Island*, John Hunt 2011.
Williams, M. *Three Islands*, The Griffin Press, Adelaide, 1971.
Williams and Macdonald, *The Phosphateers*, Melbourne University Press, Melbourne 1985
Primary research interviews with CI residents, 2022.



SHIRE OF CHRISTMAS ISLAND PUBLIC NOTICE

25/22

17 June 2022

CHRISTMAS ISLAND LOCAL HERITAGE SURVEY

The WA Heritage Act (2018) will apply to Christmas Island from 1st July 2022. This WA Act will complement the existing *Commonwealth Environmental Protection and Biodiversity Conservation Act (1999)* by giving local control over some heritage sites and matters.

Part of the new obligations requires the Shire to create a 'Local Heritage Survey' list, which is a list of all the places of heritage and historical value to Christmas Islanders.

Residents are invited to nominate places, buildings and built forms to be included on this Local Heritage Survey. An entry on the Local Heritage Survey would have some oversight of protection.

Residents have until Monday 11th July 2022 to make their submissions to the Shire CEO at shire.ceo@shire.gov.cx , or by PO Box 863. Members of the public can also make a time to talk to the Manager of Governance and Research by making an appointment at 9164 8300 during office hours to assist.

All submissions need a location and some reasons why you consider your nomination for the Local Heritage Survey should be included.

Please note that the Commonwealth Heritage List on the EPBC Act (1999) is still in effect, and many major places of conservation value are already on this list. The 'Local Heritage Survey' provides residents of an area to nominate locations that they consider to be locally important and worthy of consideration for heritage preservation.

David Price
Chief Executive Officer



圣诞岛郡政府
公告

25/22

2022 年 6 月 17 日

圣诞岛地方遗产调查

《西澳遗产地法案》（2018年）将于2022年7月1日起适用于圣诞岛。

该《西澳法案》将补充现有的《英联邦环境保护和生物多样性保护法案》（1999年），给予当地对一些遗产地和事项的控制。新义务的一部分要求夏尔郡制定一份“当地遗产调查”清单，该清单列出了圣诞岛居民的所有遗产地和历史价值。

我们邀请本地居民提名地方、建筑和建筑形式，以纳入本次的当地遗产地调查。进入当地遗产地调查清单能够对该地的保护工作增强一些监督。

居民必须在2022年7月11日星期一之前通过以下邮件ceo@shire.gov.cx，或通过邮政信箱863向郡首席执行官提交意见。公众成员也可以在办公时间拨打9164 8300与治理和研究经理交谈，以帮助。所有提交的材料都需要列明一个地点，并应包括您考虑提名参加当地遗产调查的一些原因。

请注意，EPBC法案（1999年）中的联邦遗产清单仍然有效，许多具有保护价值的主要地点已经在该清单上。“当地遗产调查”为某一地区的居民提供了他们认为在当地重要且值得考虑的遗产保护地点。

David Price
首席執行長官



SHIRE PULAU KRISMAS NOTIS AWAM

25/22

17 Jun 2022

SURVEI WARISAN TEMPATAN PULAU KRISMAS

Akta Warisan WA (2018) akan diaplikasikan untuk Pulau Krismas mulai 1 Julai 2022. Akta WA ini akan melengkapkan *Akta Perlindungan Alam Sekitar dan Pemuliharaan Biodiversiti Komanwel (1999)* yang sudah berwujud dengan memberikan kawalan tempatan atas beberapa tapak-tapak dan hal-hal warisan.

Sebahagian daripada kewajipan baharu ini memerlukan Shire untuk membuat senarai 'Survei Warisan Tempatan', yang merupakan senarai semua tempat-tempat warisan dan nilai sejarahnya terhadap Penduduk-Penduduk Pulau Krismas.

Penduduk-Penduduk dijemput untuk mencalonkan tempat-tempat, bangunan-bangunan dan binaan-binaan untuk dimasukkan dalam Survei Warisan Tempatan ini. Entri pada sebuah Survei Warisan Tempatan akan mempunyai sedikit perkawalan terhadap perlindungannya.

Penduduk-penduduk mempunyai waktu sehingga hari Isnin 11 Julai 2022 untuk membuat penyerahan kepada CEO Shire di shire.ceo@shire.gov.cx, atau melalui PO Box 863. Sesiapa pun juga boleh meluangkan masa untuk bercakap dengan Pengurus Tadbir Urus dan Penyelidikan dengan membuat temujanji di 9164 8300 pada waktu ofis untuk membantu.

Semua penyerahan memerlukan lokasi dan beberapa sebab mengapa anda menganggap pencalonan anda untuk Survei Warisan Tempatan perlu disertakan.

Sila ambil perhatian bahawa Senarai Warisan Komanwel pada Akta EPBC (1999) masih berkuasa, dan banyak tempat nilai pemuliharaan utama sudah ada dalam senarai ini. 'Survei Warisan Tempatan' menyediakan penduduk-penduduk dari satu kawasan untuk mencalonkan lokasi yang mereka anggap sebagai tempatan yang penting dan layak dipertimbangkan untuk pemeliharaan warisan.

David Price
Ketua Pegawai Eksekutif