

Outcome of Consultation - Short-Term Rental Accommodation and the Sharing Economy Discussion Paper

Decision of State Council:

Moved: Mayor Carol Adams Seconded: Cr Janet Davidson

1. That WALGA request the Minister for Planning to establish, through the Department of Planning, Lands and Heritage, a Technical Working Group, with a goal to reviewing the planning framework in relation to short-term rental accommodation, that gives consideration to;
 - a. A review of Planning Bulletin 99 – Holiday Home Guidelines, with a particular emphasis on expanding the scope of Planning Bulletin 99 beyond ‘Holiday Homes’, to reflect changes in the accommodation market;
 - b. A review of ‘Land Use’ definitions within the Planning framework that relate to short-term accommodation; and c. Establishing a ‘preferred’ approach for the management of ‘home-sharing’ within the planning framework.
2. That WALGA, in collaboration with member Local Governments, develop a model Short-Term Accommodation Local Law for those Local Governments who wish to regulate short-term accommodation providers.

RESOLUTION 128.6/2017 CARRIED

In Brief:

- WALGA recognises that Local Government is best placed to determine specific controls on short-term rental accommodation.
- Additional guidance is, however, required from the State Government to ensure a robust planning framework exists to support the establishment of local controls.
- Within some Local Government areas, there has been growing community concern about the introduction of short-term rental accommodation, facilitated by online ‘sharing economy’ platforms, into areas that have not traditionally been associated with tourist development.
- Despite the emergence and rapid growth in the use of such peer to peer platforms, legislation governing short-term rental accommodation in Western Australia has not been revised since 2009. This has created a variety of challenges for several Local Governments.
- At the request of members and to assist the Association’s advocacy, the Association prepared a discussion paper examining short-term rental accommodation and the sharing economy.
- In July 2017, the discussion paper was presented to WALGA State Council for noting prior to requesting feedback from members. Thirteen (13) submissions were received, of which three were formal Council resolutions.

Policy for Assessing Applications to Operate Restricted Access Vehicles on Local Government Roads

Decision of State Council:

Moved: Seconded: President Cr Malcolm Cullen President Cr Stephen Strange

That the 'Policy for Assessing Applications to Operate Restricted Access Vehicles on Local Government Roads' be endorsed as a model policy for Local Government adoption.

RESOLUTION 129.6/2017 CARRIED

In Brief

- A Restricted Access Vehicle (RAV) is a vehicle that exceeds a statutory mass or dimension limit as prescribed in the Road Traffic (Vehicles) Regulations 2014. RAVs can only operate on roads approved by Main Roads WA.
- Operators may apply to Main Roads WA to add or amend a RAV route. It is Main Roads WA policy to refer applications to Local Governments for preliminary assessment.
- Some Local Governments have voiced concern that they are unsure how to assess an application.
- The objective of this policy is to provide a consistent and rational process for Local Governments when assessing an application to add or amend a road on the RAV network.
- The policy will assist in the development of a sustainable road network that balances the needs of the community and the provision of an efficient freight network to support economic activity and development.
- The policy has been endorsed by the Freight Policy Forum.

Interim Submission on the Climate Change Authority's Review of the Carbon Farming Initiative Legislation and the Emissions Reduction Fund

Decision of State Council:

Moved: Mayor Logan Howlett Seconded: Mayor Carol Adams

That the interim submission in response to the Climate Change Authority's Review of the Carbon Farming Initiative Legislation and the Emissions Reduction Fund be endorsed with the Submission's recommendation being amended to read:

That the Australian Government climate change mitigation policy settings should include measures which take advantage of the substantial emissions reductions that can be achieved by Local Governments, facilitated through funding provided by the Federal Government.

RESOLUTION 131.6/2017 CARRIED

In Brief

- The Climate Change Authority released a Review of the Carbon Farming Initiative (CFI) Legislation and the Emissions Reduction Fund (ERF) on 31 August 2017, seeking comments by 29 September 2017.
- WALGA's interim submission comprises recommendations consistent with WALGA's State Council endorsed Policy Statement on Climate Change 2009.

- In addition, the submission notes the historic high participation rates of WA Local Governments in Federal Government mitigation programs, but the very low participation rate of WA Local Governments in the CFI and the ERF. This is because of the relatively high emissions reduction threshold and the costs involved for a Local Government seeking to participate.
- The submission recommends that Australian Government climate change mitigation policy settings should include measures which take advantage of the substantial emissions reductions that can be achieved by Local Governments.

Review of the Local Government Act 1995

Decision of State Council:

1. That State Council endorse the following general principles as being fundamental to its response to the review of the Local Government Act:
 - (a) Uphold the General Competence Principle currently embodied in the Local Government Act;
 - (b) Provide for a flexible, principles-based legislative framework; and
 - (c) Promote a size and scale compliance regime

2. That State Council endorse the retention of current WALGA Policy positions as listed:
 - (a) Method of Election of Mayor/President: Section 2.11

Position Statement	Local Governments should determine whether their Mayor or President will be elected by the Council or elected by the community.
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(b) Notification of Affected Owners: Section 3.51

Position Statement	Section 3.51 of the Local Government Act 1995 concerning "Affected owners to be notified of certain proposals" should be amended to achieve the following effects: to limit definition of "person having an interest" to those persons immediately adjoining the proposed road works (i.e. similar principle to town planning consultation); and to specify that only significant, defined categories of proposed road works require local public notice under Section 3.51 (3) (a).
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(c) Regional Local Governments: Part 3, Division 4

Position Statement	The compliance obligations of Regional Local Governments should be reviewed.
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(d) Council Controlled Organisations: Part 3, Division 4

Position Statement	The Local Government Act 1995 should be amended to enable Local Governments to establish Council Controlled Organisations (CCO).
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(e) Tender Threshold: Local Government (Functions and General) Regulation 11(1)

Position Statement	WALGA supports an increase in the tender threshold to align with the State Government tender threshold (\$250 000).
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(f) Regional Subsidiaries

Position Statement	That WALGA advocate for legislative and regulatory amendments to enable Regional Subsidiaries to: <ul style="list-style-type: none">- Borrow in their own right;- Enter into land transactions; and- Undertake commercial activities
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(g) Conduct of Postal Elections: Sections 4.20 and 4.61

Position Statement	The Local Government Act 1995 should be amended to allow the Australian Electoral Commission (AEC) and/or other third party provider to conduct postal elections.
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(h) Voluntary Voting: Section 4.65

Position Statement	Voting in Local Government elections should remain voluntary.
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(i) Electors' General Meeting: Section 5.27

Position Statement	Section 5.27 of the Local Government Act 1995 should be amended so that Electors' General Meetings are not compulsory.
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(j) Local Government (Rules of Conduct) Regulations 2007

Position Statement	<p>WALGA supports:</p> <ol style="list-style-type: none"> 1. Official Conduct legislation to govern the behaviour of Elected Members; 2. An efficient and effective independent Standards Panel process; 3. An ability for the Standards Panel to dismiss vexatious and frivolous complaints; and, 4. Confidentiality for all parties being a key component of the entire process.
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(k) Imposition of Fees and Charges: Section 6.16

Position Statement	That a review be undertaken to remove fees and charges from legislation and Councils be empowered to set fees and charges for Local Government services.
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(l) Rating Exemptions – Rate Equivalency Payments

Position Statement	Legislation should be amended so rate equivalency payments made by LandCorp and other Government Trading Entities are made to the relevant Local Governments instead of the State Government.
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(m) Rating Restrictions – State Agreement Acts

Position Statement	Resource projects covered by State Agreement Acts should be liable for Local Government rates.
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(n) Poll Provisions

Position Statement	Schedule 2.1 of the Local Government Act 1995 should be amended so that the electors of a Local Government affected by any boundary change or amalgamation proposal are entitled to petition the Minister for a binding poll.
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(o) Stand Down Provision

Position Statement	<p>WALGA supports, in principle, a proposal for an individual elected member to be 'stood down' from their role when they are under investigation; have been charged; or when their continued presence prevents Council from properly discharging its functions or affects the Council's reputation, subject to further policy development work being undertaken.</p> <p>Further policy development of the Stand Down Provisions must involve specific consideration of the following issues of concern to the Sector:</p> <ol style="list-style-type: none"> 1. That ... the established principles of natural justice and procedural fairness are embodied in all aspects of the proposed Stand Down Provisions; and 2. That activities associated with the term 'disruptive behaviour', presented as reason to stand down a defined Elected Member on the basis their continued presence may make a Council unworkable, are thoroughly
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	examined and clearly identified to ensure there is awareness, consistency and opportunity for avoidance.
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(p) Method of Voting - Schedule 4.1

Position Statement	Elections should be conducted utilising the first-past-the-post (FPTP) method of voting.
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3. That State Council:

(a) Amend current WALGA Policy position 'Rating Exemptions – Charitable Purposes: Section 6.26(2)(g)' by adding Item 3:

<ol style="list-style-type: none"> 1. Amend the Local Government Act to clarify that Independent Living Units should only be exempt from rates where they qualify under the Commonwealth Aged Care Act 1997; 2. Either: <ol style="list-style-type: none"> a. amend the charitable organisations section of the Local Government Act 1995 to eliminate exemptions for commercial (non-charitable) business activities of charitable organisations; or b. establish a compensatory fund for Local Governments, similar to the pensioner discount provisions, if the State Government believes charitable organisations remain exempt from payment of Local Government rates; and 3. <u>Request that a broad review be conducted into the justification and fairness of all rating exemption categories currently prescribed under Section 6.26 of the Local Government Act.</u>
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(b) Amend current WALGA Policy position 'Elected Member Training' to read:

<p>That WALGA:</p> <ol style="list-style-type: none"> 1. Supports and encourages all Elected Members to carry out the Elected Member Skillset, as a minimum, that comprises; <ol style="list-style-type: none"> i. Understanding Local Government; ii. Serving on Council; iii. Understanding Financial Reports and Budgets; iv. Conflicts of Interest; and, v. Meeting Procedures and Debating. 2. Requests the State Government through the Minister for Local Government to provide funding assistance to Local Governments to enable all Elected Members to receive training; 3. Supports Local Governments being required to establish an Elected Member Training Policy to encourage training and include budgetary provision of funding for Elected Members; and, 4. Supports Local Government election candidates being required to attend a Candidates information session, either in person or on-line, as an eligibility criteria for nomination as an Elected Member.

4. That State Council adopt as WALGA Policy positions the following items as listed:

(a) Local and Statewide Public Notice: Sections 1.7 and 1.8

That Sections 1.7 and 1.8 of the Local Government Act be amended to remove the statutory requirements for statewide and local public notice to be placed in a newspaper circulating statewide or locally, to be replaced with the requirement for a Local Government to place public notices on their website.

(b) Leave of Absence when Contesting State or Federal Election

Amend the Act to require an Elected Member to take leave of absence when contesting a State or Federal election, applying from the issue of Writs. The options to consider include:

- (a) that an Elected Member remove themselves from any decision making role and not attend Council and Committee meetings; or
- (b) that an Elected Member take leave of absence from all aspects of their role as a Councillor and not be able to perform the role as specified in Section 2.10 of the Local Government Act.

(c) Control of Certain Unvested Facilities: Section 3.53

That Section 3.53 be repealed and that responsibility for facilities located on Crown Land return to the State as the appropriate land manager.

- (d) Dispositions of Property: Local Government (Functions and General) Regulation 30(3)

That Regulation 30(3) be amended to delete any financial threshold limitation (currently \$75,000) on a disposition where it is used exclusively to purchase other property in the course of acquiring goods and services, commonly applied to a trade-in activity.

- (e) On-Line Voting

That WALGA continue to investigate online voting and other opportunities to increase voter turnout.

- (f) Special Electors' Meeting: Section 5.28

That Section 5.28(1)(a) be amended:

(a) so that the prescribed number of electors required to request a meeting increase from 100 (or 5% of electors) to 500 (or 5% of electors), whichever is fewer; and

(b) to preclude the calling of Electors' Special Meeting on the same issue within a 12 month period, unless Council determines otherwise.

- (g) Senior Employees: Section 5.37(2)

That Section 5.37(2) of the Local Government Act be deleted.

- (h) Annual Review of Certain Employees Performance: Section 5.38

That Section 5.38 either be deleted, or amended so that there is only a specific statutory requirement for Council to conduct the Chief Executive Officer's annual performance review.

- (i) Gifts and Contributions to Travel: Sections 5.82 and 5.83

That the *Local Government Act 1995* and Regulations be amended so that:

- There be one section for declaring gifts. Delete declarations for Travel.
- No requirement to declare gifts received in a genuinely personal capacity, as gifts only to be declared in respect to an Elected Member or CEO carrying out their role.
- Gift provisions only for Elected Members and CEO's.
- Other staff fall under Codes of Conduct from the CEO to the staff.
- Gifts only to be declared if above \$500.00.
- There will not be any category of notifiable gifts or prohibited gifts.
- Exemptions for ALGA, WALGA and LG Professionals (already achieved).
- Exemption for electoral gifts received that relate to the State and Commonwealth Electoral Acts, so Elected Members who are standing for State or Federal Parliament will only need to comply with the State or Federal electoral act and not declare it as a Local Government gift.

- (j) Vexatious and Frivolous Complainants: New Provision

That a statutory provision be developed, permitting a Local Government to declare a member of the public a vexatious or frivolous complainant.

- (k) Revoking or Changing Decisions: Regulation 10

That Regulation 10 be amended to clarify that a revocation or change to a previous decision does not apply to Council decisions that have already been implemented.

(l) Minutes, contents of: Regulation 11

That Regulation 11 be amended to require that information presented in a Council or Committee Agenda also be included in the Minutes to that meeting.

(m) Repayment of Advance Annual Payments: New Regulation

That regulations be drafted as matter of priority in relation to Section 5.102AB of the Local Government Act.

(n) Power to Borrow: Section 6.20

That Section 6.20(2) of the Local Government Act, requiring one month's public notice of the intent to borrow, be deleted.

(o) Basis of Rates: Section 6.28

That Section 6.28 be reviewed to examine the limitations of the current methods of valuation of land, Gross Rental Value or Unimproved Value, and explore other alternatives.

(p) Differential General Rates: Section 6.33

That Section 6.33 of the Local Government Act be reviewed in contemplation of time-based differential rating, to encourage develop of vacant land.

(q) Service of Rates Notice: Section 6.41

That Section 6.41 be amended to:

- (a) permit the rates notice to be issued electronically; and
- (b) introduce flexibility to offer regular rate payments (i.e. fortnightly, monthly etc) without requirement to issue individual instalment notices.

(r) Rates or Service Charges Recoverable in Court: Section 6.56

That Section 6.56 be amended to clarify that all debt recovery action costs incurred by a Local Government in pursuing recovery of unpaid rates and services charges be recoverable and not be limited by reference to the 'cost of proceedings'.

(s) Exemption from AASB 124: Regulation 4

That Regulation 4 of the *Local Government (Financial Management) Regulations* be amended to provide an exemption from the application of AASB 124 'Related Party Transactions' of the Australian Accounting Standards (AAS).

(t) Onus of Proof in Vehicle Offences may be Shifted: Section 9.13(6)

That Section 9.13 of the Local Government Act be amended by introducing the definition of 'responsible person' to enable Local Governments to administer and apply effective provisions associated with vehicle related offences

- (u) Schedule 2.1 – Proposal to the Advisory Board, Number of Electors clause 2(1)(d).

That Schedule 2.1 Clause 2(1)(d) be amended so that the prescribed number of electors required to put forward a proposal for change increase from 250 (or 5% of electors) to 500 (or 5% of electors) whichever is fewer.

- (v) Schedule 2.2 – Proposal to amend names, wards and representation, Number of Electors clause 3(1)

That Schedule 2.2 Clause 3(1) be amended so that the prescribed number of electors required to put forward a submission increase from 250 (or 5% of electors) to 500 (or 5% of electors) whichever is fewer.

5. That State Council note additional proposals as listed for future consideration following Sector consultation:

- (a) New Proposal - Differentiating between Local Governments/Tiered Compliance

- Insert a new provision to differentiate between Local Governments based on capacity. This will reduce the compliance burden on smaller Local Governments with limited capacity and provide additional opportunities for local governments with capacity.
- Tiered application of legal framework and support a review of this approach.

- (b) New Proposal – Regional Capitals Recognition

The Regional Capitals Alliance would welcome legislative change to enable regional capitals to be designated within the Act under Section 2.4 (District to be designated city, town or shire) and also that the Regional Capitals Alliance WA (RCAWA) be established as a recognised statutory body not dissimilar to the establishment of a regional local government currently provided for in the Act under Division 4 Section 3.61.

- (c) New Proposal Section 2.21 – Disqualification because of Convictions

Add a disqualification criteria which disqualifies a person from being an Elected Member if they have been convicted of an offence against the Planning and Development Act, or the Building Act, in the preceding five years.

A planning or building system conviction is potentially more serious than a Local Government Act conviction because of Local Government's prominent role in planning and building control and the significant personal benefits which can be illegally gained through these systems.

(d) New Proposal – Local Laws

- Procedure for making local laws – Local Governments’ local laws generally affect those persons within its district. The requirement to give statewide notice under subsection (3) should be reviewed and consideration being given to Local Governments only being required to advertise the proposed local law by way of local public notice;
- Eliminate the requirement to consult on Local Laws when a model is used;
- Periodic review of local laws – consideration might be given to review of this section and whether it could be deleted. Local Governments through administering local laws will determine when it is necessary to amend or revoke a local law in terms of meeting its needs for its inhabitants of its district. Other State legislation is not bound by such periodic reviews, albeit recognising such matters in subsidiary legislation are not as complex as matters prescribed in statute.

(e) New Proposal – Closure of Bridges for Repairs

Allow a bridge to be closed for urgent repairs and maintenance without notice, even if it will have significant adverse effects on users. The closure of a bridge will often have significant adverse effects on users. However, bridges may need to be closed for urgent repairs if there is a sign of weakness and, currently, the Act does not provide capacity to take this action without giving local public notice if the closure will be greater than four weeks.

(f) New Proposal Section 6.14 – Power to Invest

Allow Local Governments with capacity to invest in accordance with the Trustees Act in the manner that existed prior to the Global Financial Crisis. The Global Financial Crisis was a once in a generation experience (1987 and 1929 were the two previous financial crashes of extreme magnitude). Legislation should not be based on a worst case scenario but on a routine and general operating environment. Prior to the Global Financial Crisis, the previous legislation was adequately controlling Local Government investments.

(g) New Proposal – Financial Management Provisions

- Conduct a complete review of the Financial Management provisions under Part 6 of the Local Government Act and associated Regulations;

(h) New Proposal – Standards Panel

- Review of Standards Panel Legislative content and practices;

(i) New Proposal – Local Government Election Provisions

- Review of Local Government election provisions under Part 4 of the Local Government Act and associated Regulations with a focus on lessons learnt in the conduct of the 2017 elections including currently non-legislated matters such as candidate conduct and campaigning behaviours.

(j) New Proposal – CEO Employment

Investigate and Development a policy on an approach whereby Local Government be encouraged to seek third party assistance in the recruitment, performance management and, if necessary, dismissal of a CEO, with any necessary legislation.

(k) New Proposal – Section 3.58 and 3.59: Disposal of Property and Commercial Enterprises

That WALGA include in the Local Government Act 1995 Review submission, the review of section 3.58 Disposing of Property and section 3.59 Commercial Enterprises to be redrafted to reflect current commercial and contractual practices in Western Australia.

(l) New Proposal – Simple / Absolute Majority Decisions

That WALGA support a review of those decisions requiring simple / absolute majority.

In Brief

- WALGA released the Local Government Act Review Discussion Paper to member Local Governments on 20th July 2017, seeking comment on a range of policy and advocacy positions and any further proposals for amendments to the Act and associated Regulations by close of submissions on 20th October 2017
- At close of submissions, 24 individual Local Governments and 5 Zones comprising 61 Local Governments had submitted a response;
- This report provides a summary of the feedback and provides State Council the opportunity to consider retaining, amending and adding to its suite of policy and advocacy positions.