

**Submission
No 169**

**INQUIRY INTO LOCAL GOVERNMENT IN NEW SOUTH
WALES**

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INQUIRY INTO LOCAL GOVERNMENT IN NEW SOUTH WALES

SUBMISSION by JAYASOORIAH

1. INTRODUCTION

I make this submission and undertake to give evidence with the genuine belief that the information I provide in this submission is true and correct to the best of my knowledge, and that it will be of assistance to the Committee in its inquiry into local government in NSW in relation to the Government's Fit for the Future reform agenda.

This submission relates to how Randwick City Council involved the community in the merger proposal discussions, sought feedback from the community on its options for future through (reply-paid and online) Community Survey, and presented its Options Analysis in support of its proposal to IPART seeking merger of Randwick and Waverley Councils in its response to the Fit for the Future reform agenda.

I make this submission as a resident of Randwick City and a member of La Perouse Precinct, one of eleven local precincts supported by Randwick City Council, that is strongly opposed to the proposed merger, a consequence of which will result in the inevitable diminishing role of precincts (should they survive amalgamation) that have been very successful in working with Council and maintaining the delicate balance between the interests of developers and that of local communities for over twenty years.

2. BACKGROUND

For over ten years the La Perouse Precinct has been one of the most active and successful precincts in Randwick, in putting forward the community views on a number of issues and achieving great results for La Perouse¹.

Since being elected to the position of Chair of the La Perouse Precinct in November 2014 in keeping with tradition, I have actively engaged with Council and other organisations on matters that affect the local community as an advocate of the precinct system that I consider an essential component of Council's engagement with the local community in its decision making process in accordance with its objectives.

The La Perouse precinct is strongly opposed to any form of amalgamation².

¹ See Sun, 08 Mar 2015 09:26:39 email from Ray Brownlee, General Manager, Randwick City Council, to Jayasooriah, Chairperson, La Perouse Precinct.

The opinion poll carried out by Local Government NSW over four months showed less than one in five Sydney residents support the merger of their Councils as outlined in State Government's Fit for the Future reform package, and that more than 60 per cent of the 7,416 respondents preferred their Council to stand alone³.

On the other hand, Randwick City Council's biggest-ever community consultation program over three months found that the majority of 51 per cent preferred a merger option, and that only 49 per cent of 6,446 people surveyed wanted a stand-alone council⁴.

The two surveys of essentially the same population and of comparable sample size at about the same time produced substantially different outcomes in relation to community support for the amalgamation proposition.

3. COUNCIL RESOLUTION

Council met on 26th May 2015 at its Ordinary General Meeting to consider General Manager's report *Randwick City Council Fit for the Future - Options Analysis* containing the following key findings:

- In three separate questions in the survey, a consistent 49 per cent of respondents indicated they preferred no change while the remaining 51 per cent preferred a level of merger⁵.
- A graphic illustration that shows 46 per cent support for the Randwick + Waverley merger option⁶.

Upon consideration of the report, pursuant to a motion without notice from the floor, Council passed a resolution in which the only deterministic outcome was a merger between Waverley and Randwick Councils.

² See Resolution 2/15 of general meeting of La Perouse Precinct held on 2nd February 2015 and Resolution 25/15 of general meeting of La Perouse Precinct held on 1st June 2015.

³ See Fri, 03 July 2015 16:05:35 email Message from Keith Rhoades, President of LGNSW and media release <http://www.lgnsw.org.au/news/media-release/media-release-government-ignores-community-council-mergers>.

⁴ See Sydney Morning Herald, 13th May 2015, Melany Kembrey, *Randwick mayor Ted Seng backs merger with Waverley, Woollahra*.

⁵ See General Manager's Report No GM10/15 dated 26th May 2015, *Randwick City Council Fit for the Future - Options Analysis*, page 9.

⁶ See General Manager's Report No GM10/15 dated 26th May 2015, *Randwick City Council Fit for the Future - Options Analysis*, page 10.

On 29th June 2015 Council lodged a joint submission⁷ seeking a merger between Waverley and Randwick Councils as part of the NSW Government's Fit for the Future reform program.

Pursuant to a GIPA application, Council provided two computer files containing the raw data that was the subject of the analysis of the community survey in Council's Fit for the Future Options Analysis.

Anomalies were found relating to integrity of the information contained in these raw data files that include:

- The first data file provided does not contain answers to question 6.
- The first data file contains only 6,444 responses while the second has 6,729 responses.
- Answers to question 6 in the second data file don't concur with Council's Options Analysis.
- A group of 417 (6.6%) respondents who responded 'no' to amalgamations in question 7 first preferenced a merger option in question 9.
- A group of 412 (6.6%) respondents who responded 'no' to amalgamations in question 7 first preferenced a merger option in question 10.
- A group of 382 (6.1%) respondents who first preferenced stand-alone option in question 9 first preferenced a merger option in question 10.
- A group of 349 (5.6%) respondents who first preferenced stand-alone option in question 10 first preferenced a merger option in question 9.
- Respondents who answered 'no' or 'unsure' to question 7 were affected 10 times as much by inconsistencies compared to those who answered 'yes'.
- The net effect of the inconsistencies favoured the amalgamation proposition.

An independent analysis⁸ of Council's community survey data concludes:

- Only 30 per cent of the community express support for amalgamation, while the remaining 70 per cent either don't support or are unsure.
- Only 3 per cent of the community express support for merger of Randwick and Waverley councils, while the remaining 97 per cent either don't support or are unsure.
- Only 10 per cent of the community express support for merger of Randwick, Waverley and Woollahra councils, while the remaining 90 per cent either don't support or are unsure.

⁷ See full submission at http://www.ipart.nsw.gov.au/Home/Industries/Local_Govt/Council_Portal/Applications/FFTF_2015/Randwick_City_Council?ot=LG_FFTF_Proposal.

⁸ Appendix A – Independent Analysis of Randwick Council's FFTF Community Survey Data by Jayasooriah.

4. CONCLUSION

The Council has not demonstrated that its proposed merger of Randwick and Waverley councils has any level of support of the local community and the proposal should not be considered without a binding referendum of residents and rate payers of both Randwick and Waverley local government areas.

I await the consideration of my submission and request for an opportunity to appear before the Committee to provide further evidence on matters inter-alia that may require examination.

Jayasooriah
Randwick City
12th July 2015

INDEPENDENT ANALYSIS OF RANDWICK CITY COUNCIL'S FFTF COMMUNITY SURVEY DATA by JAYASOORIAH

1. BACKGROUND

At the closing of Council's Precinct Coordination Committee Meeting on 29th April 2015 its General Manager foreshadowed the release of the results of the FFTF Community Survey in relation to which he said words to the effect that the results were 'quite unexpected' and that they showed a level of support for amalgamation that he would have 'never expected'.

Following the reports on the local media on 13th May 2015 that 51 per cent of the 6,446 people surveyed preferred a merger option, I raised the possibility that the Council's survey could be seriously flawed and contemplated doing my own analysis of the raw data⁹.

Council's media release dated 14th May 2015¹⁰ highlighted the following key findings:

- 49 per cent prefer no change, with 51 per cent preferring a merger option;
- the most preferred merger options are Randwick & Waverley and Randwick & Waverley & Woollahra;
- if amalgamations must occur, 90 per cent prefer an eastern suburbs model and 5 per cent prefer a global city (5 per cent unsure);
- more people associate with the eastern suburbs (39 per cent) than they do with their suburb (31 per cent) or council area (26 per cent); and
- there is a general rejection of the global city concept with just 3 per cent expressing support for this option.

Council's business paper for its Ordinary Meeting of 26th May 2015¹¹ includes the General Manager's Report No GM10/15 that highlights the following key findings:

- There is a high level of satisfaction with services and facilities provided by Randwick City Council and a concern that a global city council will result in a loss of local identity and less say in the area.
- More people associate with the eastern suburbs (39 per cent) than their suburb (31 per cent) or the City of Randwick (26 per cent).

⁹ See Thu, 14 May 2015 08:35:28 email from Jayasooriah to Precinct Executives and Councillors.

¹⁰ See <https://www.randwick.nsw.gov.au/about-council/news/news-items/2015/may/randwick-releases-fit-for-the-future-findings/>

¹¹ See pages 8-9, <http://yoursayrandwick.com.au/future/documents/22477/download/>

- There is an outright rejection of the global city concept. This is significantly the least preferred outcome.
- In three separate questions in the survey, a consistent 49 per cent of respondents indicated they preferred no change while the remaining 51 per cent preferred a level of merger.
- If amalgamations must occur, 90 per cent would prefer an eastern suburbs council model and only 5 per cent would prefer the larger global city council model (5 per cent are unsure).

The General Manager's Report includes an illustration¹² of the key findings that shows:

- 64 per cent support for merger with Waverley Council; and
- 49 per cent support for merger with Waverley + Woollahra Councils.

The General Manager's Report includes another illustration¹³ of the key findings that shows:

- 46 per cent support for merger with Waverley Council; and
- 20 per cent support for merger with Waverley + Woollahra Councils.

On 25th May 2015 Council, pursuant to a GIPA request¹⁴ provided two computer data files containing raw survey data of Randwick City Council's Community Survey¹⁵ on Fit for the Future.

This is a report of my independent analysis of the data contained in the two computer files. My Curriculum Vitae¹⁶ is appended to this report.

2. DEFINITIONS

“Options Analysis” means Randwick City Council's Fit for the Future Options Analysis [\[http://yoursayrandwick.com.au/future/documents/22325/download\]](http://yoursayrandwick.com.au/future/documents/22325/download)

¹² See General Managers Report [<http://yoursayrandwick.com.au/future/documents/22477/download/>], page 9

¹³ See General Managers Report [<http://yoursayrandwick.com.au/future/documents/22477/download/>], page 10

¹⁴ See GIPA applications dated 18th May 2015 annexed hereto and marked “A”.

¹⁵ See “Reply Paid Survey” dated 28 January 2015, annexed hereto and marked “B”.

¹⁶ See curriculum vitae dated 16th October 2003 annexed hereto and marked “C”.

“**Appendix B**” means Appendix B to the **Options Analysis** – Community Engagement
[\[http://yoursayrandwick.com.au/future/documents/22327/download\]](http://yoursayrandwick.com.au/future/documents/22327/download)

“**Data File 1**” means the first raw data file provided pursuant to the GIPA request,
‘Community Survey data FINAL_public.csv’

“**Data File 2**” means the second raw data file provided pursuant to the GIPA request,
‘Community Survey data FINAL_public_Q6.csv’

3. SURVEY DATA FILES

The **Data File 1** contains 6,446 lines, comprising a 2 line header and 6,444 data records. The data records contain answers to questions 1 through 5, questions 6 through 10 and the suburb of the respondent’s address. The suburb field was not used in this analysis.

The **Data File 2** contains 6,731 lines, comprising a 2 line header and 6,729 data records. The data records contain answers to question 6 of the Survey.

In respect of the discrepancy, Council was asked¹⁷:

Your first file has 6,446 lines. The first two lines appear to be headers. This suggests it contains 6,444 responses. In Appendix B you said there were 6,446 responses. Does this mean we are short by two?

Your second file has 6,731 lines. Again leaving the first two lines it appears to contain 6,729 responses. I don't understand why response to question 6 is in a separate file and how to reconcile the 6,729 responses with 6,444 responses to the remaining questions in the first file.

Council responded¹⁸:

The data files as supplied to you on Monday contain the raw survey data that Council has in its possession.

The question 6 responses are separate as they were entered separately as part of the data entry process. The question 6 dataset contains some blank rows which you will need to remove which will reduce the total row count.

¹⁷ See Mon, 25 May 2015 12:32:09 email from Jayasooriah to Joshua Hay.

¹⁸ See Thu, 28 May 2015 12:49:34 email from Joshua Hay to Jayasooriah.

The removal of 473 'blank rows' found in **Data File 2** reduces the number of records from 6,729 to 6,258. This number is 186 less than 6,444 records found in **Data File 1**.

Consequently correspondence could not be established between answers to question 6 in **Data File 2** and answers to remaining questions in **Data File 1** for purposes of consistency analysis.

4. MACRO TALLY COMPARISONS

The community survey comprises ten questions. The first eight are multiple choice questions. The remaining two are preference questions. Questions 9 and 10 require up to three and seven preferences, respectively.

The following table details all 18 responses to ten questions contained in the two data files.

| | a1 | a2 | a2 | a4 | a5 | a6 | a7 |
|-------|-------|-------|-------|-------|-------|-----|-------|
| q1 | 3,352 | 2,065 | 671 | 171 | 53 | | |
| q2 | 5,499 | 423 | 400 | | | | |
| q3 | 410 | 521 | 869 | 1,520 | 3,007 | | |
| q4 | 4,960 | 878 | 481 | | | | |
| q5 | 4,977 | 847 | 482 | | | | |
| q6 | 1,883 | 1,571 | 2,365 | 201 | 78 | | |
| q7 | 2,038 | 3,069 | 1,169 | | | | |
| q8 | 5,613 | 341 | 295 | | | | |
| q9.1 | 2,842 | 350 | 3,115 | | | | |
| q9.2 | 3,165 | 883 | 1,711 | | | | |
| q9.3 | 70 | 4,470 | 1,083 | | | | |
| q10.1 | 3,061 | 390 | 628 | 309 | 947 | 603 | 307 |
| q10.2 | 311 | 1,431 | 1,940 | 592 | 931 | 620 | 141 |
| q10.3 | 504 | 657 | 1,398 | 1,356 | 1,257 | 566 | 169 |
| q10.4 | 93 | 288 | 337 | 844 | 194 | 278 | 52 |
| q10.5 | 89 | 379 | 250 | 374 | 567 | 305 | 54 |
| q10.6 | 275 | 407 | 75 | 69 | 191 | 844 | 127 |
| q10.7 | 278 | 72 | 15 | 9 | 16 | 11 | 1,559 |

file 1 records 6,444 file 2 records 6,729

Details that don't match with **Appendix B** are shown in red:

- There are 400 'unsure' responses to question 2 in **Data File 1** compared to 353 reported in **Appendix B**¹⁹.

¹⁹ See page 17 *Question 2: Are you aware of the State Government's Fit for the Future amalgamation plan in Appendix B.*

| Local Suburb | Randwick City | Eastern suburbs | Global City | None of the Above |
|--------------|---------------|-----------------|-------------|-------------------|
| 1,956 | 1,634 | 2,507 | 212 | 79 |
| 1,883 | 1,571 | 2,365 | 201 | 78 |

- None of the details (in orange) of responses to question 6 contained in **Data File 2** agrees with its corresponding detail (in blue) reported in **Appendix B**²⁰.
- There are 6,444 records (responses to all except question 6) in **Data File 1** and 6,279 records (response to question 6) in **Data File 2**. These don't agree with the 6,446 total valid survey records reported in **Appendix B**²¹.

| valid | invalid | total |
|------------|---------|-------------|
| 6,388 | 58 | 6,446 |
| 6,098 | 631 | 6,729 |
| 290 | | -283 |

- The numbers of valid, invalid and total responses (in orange) to Question 6 in **Data File 2** don't agree with corresponding numbers (in blue) reported in **Appendix B**.
- **Appendix B** reports 290 more valid responses than were found in **Data File 2**.
- **Appendix B** reports 283 fewer records than were found in **Data File 2**.
- **Appendix B** reports 58 invalid responses compared to 631²² found in **Data File 2**.

OBSERVATION.1: The disparity in the number in the third column for Question 6 appears to be a typographical error.

OBSERVATION.2: The number 6,446 (valid responses) quoted throughout in **Appendix B** appears to be an oversight arising counting lines instead of records contained in **Data File 1**.

OBSERVATION.3: The responses to question 6 contained in **Data File 2** appears to have come from a different dataset to that presented in **Appendix B**.

²⁰ See page 21 *Question 6: Which of the following do you most strongly associate with* in **Appendix B**.

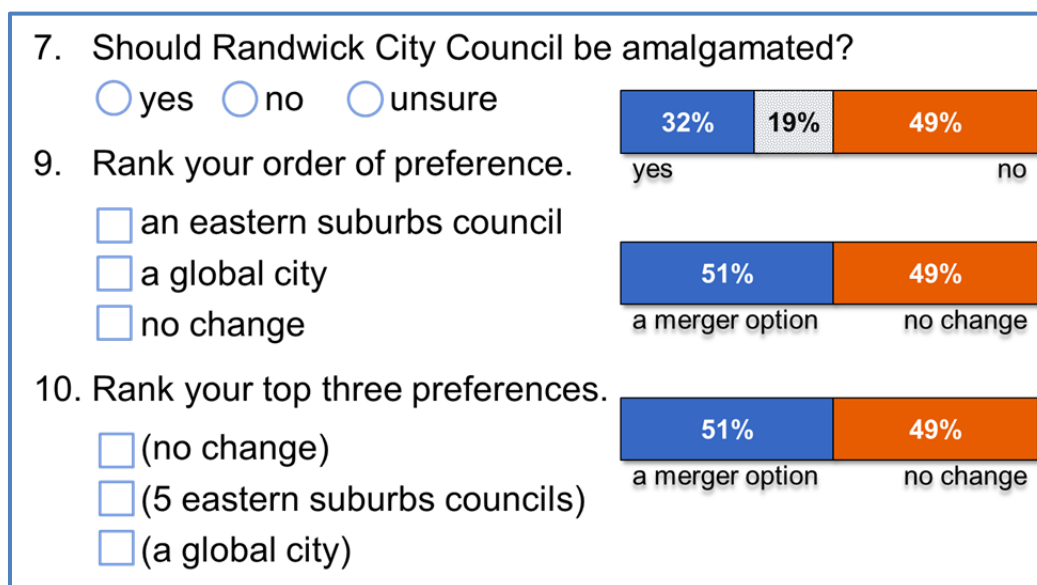
²¹ See page 3 *Executive Summary*, page 7 *Sample*, and page 12 *Demographics* in **Appendix B**.

²² See list-6000 file containing 473 blank records, list-6001 file containing 14 'nil' response records, and list-6002 file containing 144 invalid responses records, annexed hereto and marked "D".

Other than differences listed above, the summary of responses in **Appendix B** are broadly consistent with **Data File 1**.

5. KEY QUESTION OUTCOMES

The respondents to the survey were required to answer ten questions. The following three questions were referenced in key findings in Council reports and media releases.



Question 7 sets out to establish support for the amalgamation of Randwick City Council with any other council. The results show that 49 per cent preferred no change. The remaining 51 per cent were split, 32 per cent preferring a merger option and 19 per cent indicating they were unsure.

Question 9 sets out to establish preferences amongst: merger with an eastern suburbs council; amalgamation of all eastern suburb councils to form a global city; and no change. The results show 49 per cent preferred no change. The remaining 51 per cent preferred a merger option.

Question 10 sets out to establish preferences similar to question 9, but with five options for merger one or more of eastern suburbs councils. The results show 49 per cent indicated they prefer no change. The remaining 51 per cent indicated they preferred a merger option.

OBSERVATION.4: A consistent 49 per cent of respondents over three questions indicated they preferred a stand-alone council. On the other hand, support for amalgamation increased significantly from 32 per cent in question 7 to 51 per cent in questions 9 and 10.

It would be reasonable to assume that respondents who answered ‘no’ to amalgamation question 7 would first preference the ‘no change’ option in both questions 9 and 10. Likewise

it would also be reasonable to assume that respondents who answered 'yes' to amalgamation question would first preference a merger option in both questions 9 and 10.

If these assumptions and correct, then the 19 per cent increase in support for amalgamation from question 7 to questions 9 and 10 would have come entirely from the 19 per cent of survey respondents who answered 'unsure' to question 7.

6. 'UNSURE' RESPONDENTS

The following tables detail the responses to question 9²³ and 10²⁴ by respondents who answered 'unsure' to question 7.

| 1,151 unsure responses to question 9 | | |
|--------------------------------------|---------------|-----------|
| eastern suburbs | a global city | no change |
| 719 | 21 | 411 |

| 1,132 unsure responses to question 10 | | |
|---------------------------------------|---------------|-----------|
| eastern suburbs | a global city | no change |
| 746 | 11 | 375 |

The results show that significant number answered differently between questions 9 and 10. The following table details the number of consistent responses to both questions 9 and 10²⁵.

| 898 unsure <i>identical</i> responses to 9 and 10 | | |
|---|---------------|-----------|
| eastern suburbs | a global city | no change |
| 606 | 8 | 284 |

OBSERVATION.5: Of the 1,169 respondents who answered 'unsure' to question 7, only 898 (77 per cent) appear to have responded consistently to both questions 9 and 10. The remaining 271 (23 per cent) either did not answer both questions or answered them differently.

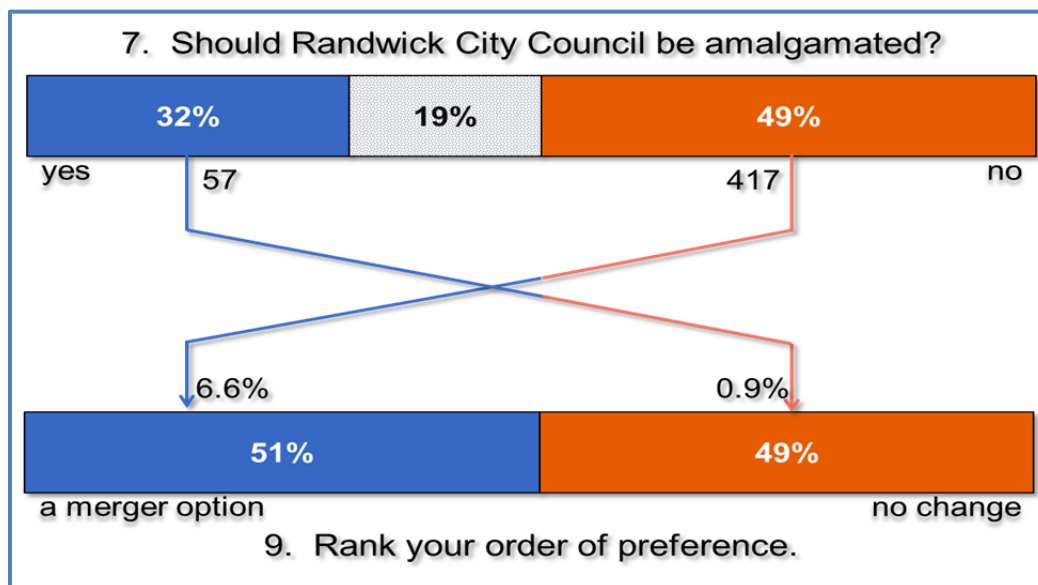
²³ See list-7291, list-7292 and list-7293 files containing the responses, annexed hereto and marked "D".

²⁴ See list-7202, list-7207 and list-7201 files containing the responses, annexed hereto and marked "D".

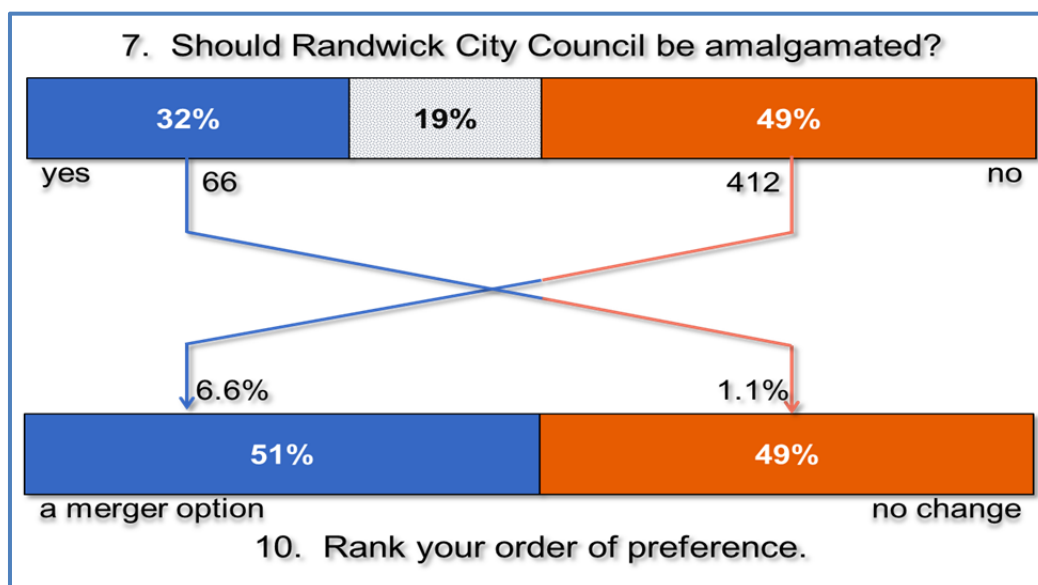
²⁵ See join-1001, join-1002 and join-1003 files containing the responses, annexed hereto and marked "D".

7. INCONSISTENT RESPONSES

The consistency criteria requires respondents who answered 'no' to amalgamation question 7 to first preference the 'no change' option in questions 9 and 10. Likewise respondents who answered 'yes' to amalgamation would first preference a merger option in questions 9 and 10.

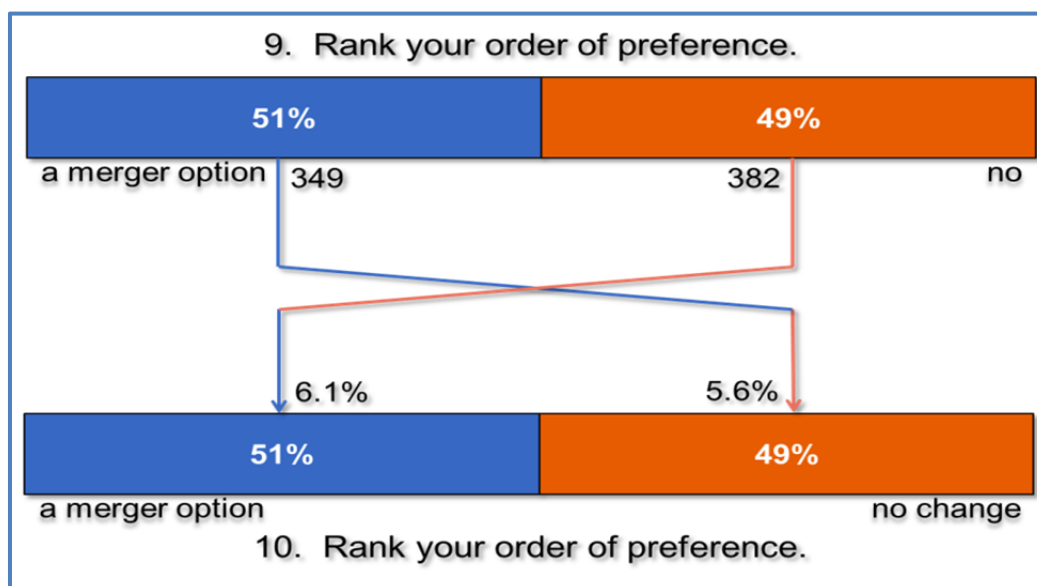


OBSERVATION.6: Although 417 (6.6 per cent) of the responses to question 9 were not consistent and favoured a merger option only 57 (0.9 per cent) were not consistent and favoured a stand-alone council²⁶. Thus 474 (7.5 per cent) responses are inconsistent.



²⁶ See list-7193 file containing 57 records, and list-7391 file containing 417 records.

OBSERVATION.7: Although 412 (6.6 per cent) of the responses to question 10 were not consistent and favoured a merger option only 66 (1.1 per cent) were not consistent and favoured a stand-alone council²⁷. Thus 478 (7.7 per cent) responses are inconsistent.



OBSERVATION.8: The results show 341 (5.6 per cent) respondents preferred a merger option in question 9 but preferred ‘no change’ in question 10²⁸. A further 382 (6.1 per cent) respondents preferred ‘no change’ in question 9 but preferred a merger option in question 10²⁹. Thus 731 (11.7 per cent) responses are inconsistent.

8. EFFECT OF INCONSISTENCIES

In relation to **OBSERVATION.6**, the net effect of inconsistencies found in responses to question 9 is 360 (5.7 per cent) in favour of amalgamation.

In relation to **OBSERVATION.7**, the net effect of inconsistencies found in responses to question 10 is 346 (5.5 per cent) in favour of amalgamation.

²⁷ See list-7191 file containing 66 records, and list-7302 and list-7307 files containing 409 and 3 records, annexed hereto and marked “D”.

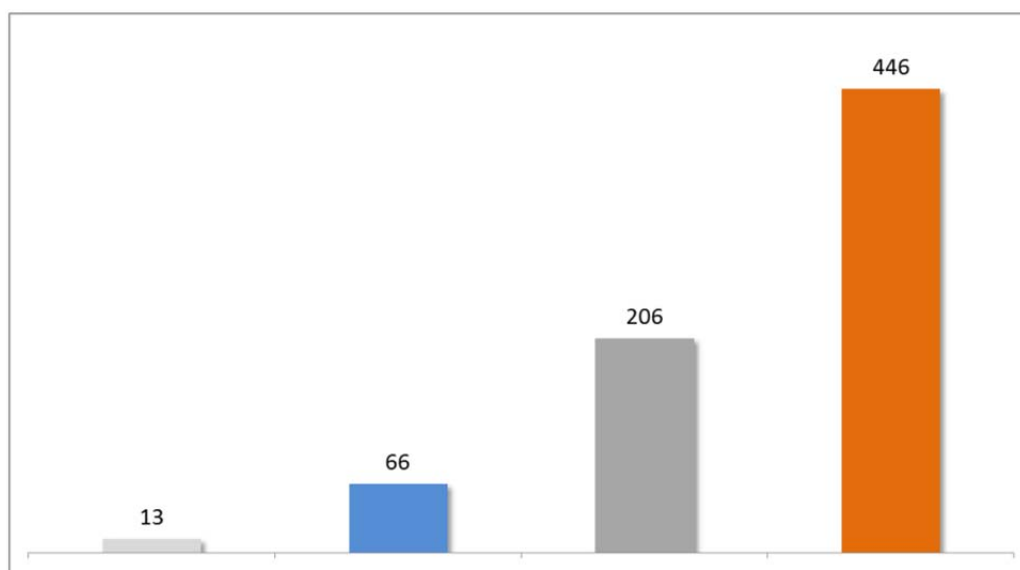
²⁸ See list-a010, list-a110, list-a210 and list a-310 files containing 5, 39, 88 and 217 records, respectively, annexed hereto and marked “D”.

²⁹ See list-a001, list-a101, list-a201 and list a-301 files containing 8, 27, 118 and 229 records, respectively, annexed hereto and marked “D”.

Of the 2,038 (32%) who responded 'yes' to the amalgamation question, 93³⁰ did not first preference a merger option in questions 9 or 10.

OBSERVATION.9: The results indicate 1,945 (30 per cent) of the 6,444 survey respondents support amalgamation.

The following chart is a summary of responses of the 731 (11.7 per cent) respondents referred to in **OBSERVATION.8** to the amalgamation question.



| 731 | | | |
|-----------|------|--------|-------|
| no answer | yes | unsure | no |
| 13 | 66 | 206 | 446 |
| 1.8% | 9.0% | 28.2% | 61.0% |

OBSERVATION.10: Respondents who answered 'no' or 'unsure' to the amalgamation question were affected 10 times as much (89.2 per cent vs 9.0 per cent) by the inconsistencies compared to those who answered 'yes' to the amalgamation question.

³⁰ See list-f100, list-f101 and list-f110 files containing 27, 27 and 39 records, respectively, annexed hereto and marked "D".

9. PREFERRED MERGER OPTION

The results show that 628 (9.75 per cent) of the 6,444 respondents first preferred option to merge Randwick and Waverley councils, and 947 (14.6 per cent) first preferred option to merge Randwick, Waverley and Woollahra councils.

Of the 628 respondents above, 156³¹ responded 'no' to the amalgamation question. Another 50³² respondents did not first preference '*an eastern suburbs council*' in question 9. A further 184³³ respondents responded '*unsure*' to the amalgamation question.

Of the 947 respondents above, 97³⁴ responded 'no' to the amalgamation question. Another 36³⁵ respondents did not first preference '*an eastern suburbs council*' in question 9. A further 223³⁶ respondents responded '*unsure*' to the amalgamation question.

OBSERVATION.11: Only 238 (2.69 per cent) of the 6,444 respondents support Council's proposal to merge of Randwick and Waverley councils.

OBSERVATION.12: Only 591 (9.17 per cent) of the 6,444 respondents support Council's proposal to merge of Randwick and Waverley councils.

10. CONCLUSIONS

Independent analysis of the raw data files (see **OBSERVATION.9**) shows that 30 per cent of the 6,444 respondents to the community survey support amalgamation. The remaining 70 per cent do not support amalgamation or are unsure.

Only 3 per cent (**OBSERVATION.11**) support Council's proposal to merge Randwick and Waverley councils. The remaining 97 per cent do not support the proposal or are unsure.

³¹ See list-b001 and list-b011 files containing 91 and 65 records, respectively, annexed hereto and marked "D".

³² See list-b101 and list-c001 files containing 5 and 45 records, respectively, annexed hereto and marked "D".

³³ See list-c011 file containing 184 records, annexed hereto and marked "D".

³⁴ See list-d001 and list-d011 files containing 44 and 53 records, respectively, annexed hereto and marked "D".

³⁵ See list-d101 and list-e001 files containing 10 and 26 records, respectively, annexed hereto and marked "D".

³⁶ See list-e011 file containing 223 records, annexed hereto and marked "D".

Only 10 per cent (**OBSERVATION.12**) support Council's proposal to merge Randwick, Waverley and Woollahra councils. The remaining 90 per cent do not support the proposal or are unsure.

A significant number of inconsistencies were found in the responses: 7.4 per cent between questions 7 and each of questions 9 (**OBSERVATION.6**) and 10 (**OBSERVATION.7**); and 11.7 per cent between questions 9 and 10 (**OBSERVATION.8**).

The effect of these inconsistencies on respondents who answered 'no' or 'unsure' to the amalgamation question was 10 times compared to respondents who answered "yes" (**OBSERVATION.10**) and the net effect of the inconsistencies favoured the amalgamation proposition (**OBSERVATION.6** and **OBSERVATION.7**).

The inconsistencies suggest that either the respondents were frivolous or confused when responding to the questions, or that there were errors in the entry of the responses into the dataset.

Jayasooriah
12-Jul-2015